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ABSTRACT

Case studies were undertaken to investigate nongovernmental education in Tanzania, both Mainland and Zanzibar. This report focuses on Mainland Tanzania. In the 1960s and 1970s, during the government campaign for free universal public education, all private schools, whether missionary or NGO-run, were nationalized by the government and became state-owned public institutions. Restrictions on the registration and operation of schools discouraged the creation of new private schools, particularly at the primary level. However, in Tanzania-Mainland (but not in Zanzibar), increased student flows from primary to secondary forced the government to allow the creation of private secondary schools in the 1980s, and today these schools account for half of the country's enrollments. As Tanzania moved toward economic liberalization from 1994 onward, private schools were permitted at all levels of education, and today the number of private schools in the country is growing at a very rapid pace. Tanzanian parents choose nongovernment schools over public schools because of instruction given in English, more advanced curriculum, day-shift system, better facilities and learning conditions, low pupil-teachers ratio, and control over teacher discipline. The issues of private tuition and so-called "voluntary parents contributions" need additional thorough research. (Contains 18 references.) (RT)

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IIEP research and studies programme

Mechanisms and strategies of educational finance

Private and community schools in Tanzania (Mainland)

R.W. Chediel, N. Sekwao and P. L. Kirumba

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PREFACE

Within the framework of an IIEP research project on the analysis of private education, case studies were undertaken to investigate into non-government education in Tanzania, both Mainland and Zanzibar. These studies form part of a comparative analysis which includes Cameroon and KwaZulu Natal Province, South Africa for private education, and Chad, Mali, Senegal and Togo for community education. In view of the fact that Tanzania-Mainland and Zanzibar have different education systems and ministries of education, two separate reports were commissioned.

The present study is based on information collected by the Ministry of Education and Culture, Tanzania-Mainland, mainly through interviews with headmasters, teachers and parents of children attending private schools. The analysis presented in the booklet is both recent and revealing. It highlights current and prospective trends in Tanzania-Mainland, in particular the high and motley demand for private schooling and the rapid growing in the number of private schools at all levels.

On behalf of the IIEP, Serge Peano and Igor Kitaev co-ordinated the implementation of this project. The first drafts of the above-mentioned studies, including Tanzania-Mainland, were presented and discussed at the *Panafrican Seminar on Private and Community Schools* organised by the IIEP in Johannesburg in December 1999 on the occasion of the Biennal Meeting of the Association for the Development of Education in Africa (ADEA).

SUMMARY

The following study was prepared within the IIEP research project on analysis of non-government education (private) in Tanzania (both Mainland and Zanzibar). According to the project document, the case studies that were prepared by the local research teams in Tanzania form a part of a comparative analysis which covers also Cameroon and KwaZulu Natal province of South Africa, as well as Togo, Mali, Chad and Senegal (for community education). Given the fact that two parts in Tanzania - Mainland and Zanzibar - have different education systems and Ministries of Education, two separate reports were commissioned.

Specifics of context

The case of Tanzania has many specific features which make it very interesting for the purpose of this study for the following reasons:

- the country consists of two parts (Mainland and Zanzibar) which have different systems of education and other specific features.
- the country as a whole is considered one of the least developed with GNP per capita in 1997 equal to US$210, ranked 202nd by the World Bank. Gross enrolment rate in primary education was 66 per cent, and in secondary - only 5 percent in 1996.
- private schools (missionary and NGO schools) were nationalised by the government and became government owned (public) in the 1960s and 1970s under the slogan of free and universal public education. Restrictions on registration and operation discouraged the creation of new private schools, especially at the primary level. However, in Tanzania/Mainland (but not in Zanzibar) the student flows from the primary education forced the government to allow non-government (private) schools at secondary level in the 1980s,

and they account for a half of enrolment at present. With the economic liberalisation started in 1994, non-government (private) schools are allowed at all levels, and their number is growing rapidly.

- the previous commitment of the government immediately after the independence to guarantee free primary education subject to community building a school was not financially feasible but created a mentality that parents should only contribute to the school construction and uniforms. Even at present the government regulations consider all community built schools as government schools. But the reverse policy towards cost-sharing of the 1990s caused resentment of parents as they were obliged to pay the newly re-established tuition fees, textbooks, stationary, transportation as well as all other user fees (admission, examination etc.).
- the past prohibition of private education and limited access to secondary education in Tanzania created a market in Kenya and Uganda for Tanzanian children. By some estimates Tanzanian parents totally pay 18 billion Tanzanian shillings (1US$=800TSH) per annum for their children in secondary boarding schools in Kenya and Uganda.
- because of the structural adjustment programme there is a 'freeze' on teacher employment in Mainland but not in Zanzibar. Because of the unemployment many qualified staff leave Mainland for Zanzibar or other countries. Another implication is that teachers have second jobs. In Mainland civil servants are officially allowed to work elsewhere on Saturdays to gain extra income.
- although moderate, tuition fees are charged in government schools also both in the Mainland and in Zanzibar (where they are called parents' contributions). Private tuition exists and is a dramatically growing phenomenon which is extremely expensive for parents and one of the reasons for private education. It is not officially allowed in Mainland but is permitted in Zanzibar.

- the primary government schools teach in Kiswahili while secondary schools – in English. This creates another opportunity for the private sector to intervene with English media at both levels. Additionally, the type of curriculum and examination also matter for school choice as there is a real demand for an equivalent of the Cambridge examination which is different from the national examination requirements.

The case study was prepared using the following sources of information:

- statistical, legal and administrative information from the Ministry of Education;
- information collected from school headmasters and teachers;
- information collected from school owners;
- information collected from parents;
- information collected from school inspectors;
- information collected from representatives of associations of non-government schools.

Education in Tanzania/Mainland: issues and trends

The education system has VII grades of primary education and VI forms of secondary education. The two critical examinations, first at the end of primary school, i.e. after grade VII (national primary school leaving examination which determines the entry in public secondary education), and second – secondary education examination (after form IV) are major 'filters' for transition.

The overall present situation in the Mainland is characterised by very low enrolment rates, especially at secondary education. In primary education gross enrolment rate was 78 per cent, and net enrolment rate was 57 per cent in 1998 which means a drop from the levels of the early 1980s before the introduction of tuition fees in public education. Government primary schools are overcrowded despite double and triple shifts, i.e. the norm is 45 pupils per classroom but some large classes reach 300. In urban/suburban areas there are cases of primary schools with 5,000 pupils and only 20 classrooms. For example, even the average pupil/classroom ratio in Dar Es Salaam primary schools is 113 and 6 pupils per desk.

The gross enrolment rate in secondary education is only 5 per cent. The main reasons for that are the previous policy when secondary education was not considered a priority, the primary school leaving examination which became a 'filter' for admission to secondary education, a lack of school buildings because these were supposed to be built by communities, and the fact that the majority of primary schools teach in Kiswahili while all secondary schools - in English.

Non-government primary schools started developing only when the ban was lifted in mid-90s. Their number and enrolment are increasing rapidly but still small in absolute terms. In 1998, there were 33 primary non-government schools which enrolled about 7,360 pupils, and accounted for less than 1 per cent of the total.

At the secondary level where they were legally allowed as off the 1980s, the enrolment in non-government schools was growing fast and exceeded 55 per cent of the total by mid-90s. In the recent years this share has rather decreased statistically (i) because of the government efforts to expand public secondary schooling, and (ii) because about 90 non-government schools are waiting for registration. In 1998, there were 406 government secondary schools compared to 375 registered non-government schools.

The current policy is to introduce cost-sharing at all levels and for all types of schools but gradually to soften the impact upon family expenditure. The Ministry of Education and Culture controls the level of fees for government and non-government schools. The rate of fees in 1999 was as follows:

- in Kiswahili language government primary schools - 2,000 Tanzanian shillings (1US$=800 Tanzanian shillings) per year;
- in English language government primary schools - 25,000 TSH;
- in government secondary day schools - 40,000 TSH;
- in government secondary boarding schools - 70,000 TSH;
- in private secondary day schools - 105,000 TSH;
- in private secondary boarding schools - 130,000 TSH.

The rates of fees is increasing every year subject to inflation. For example, for secondary school fees the increase between 1998 and 1999 was about 10,000-20,000 TSH. In addition, there are so-called 'voluntary parents contributions' which often exist in practice to supplement the fees and in theory should be authorised by the Commissioner of Ministry of Education and Culture but are difficult to control in reality. The Ministry has no means to check the actual amount of income by the schools and it relies on the National Revenues Authority which audits all organisations for taxation purpose.

While all government schools in the Mainland should charge the same amount of tuition fees, there are great variations in fees between the non-government schools. Some newly emerging private schools charge as much as 1 million TSH per year but this has to be formally authorised by the Commissioner and is subject to taxation (income tax and 20% VAT on purchases).

Due to the civil service reform under the structural adjustment programme, there is a 'freeze' on new teacher recruitment, and the staff in the Ministry of Education was cut. However, there is an oversupply of existing teachers and an additional 'overproduction' of teachers coming from the teacher training colleges who cannot find jobs. In 1998, the number of unemployed teachers reached 18,000. Still all public schools until now have accountants, drivers, cleaners and watchmen employed and paid by the Ministry.

The government regulations for teacher requirements are the same for government and private schools. To qualify for a post at primary school, teachers should have 4 years of secondary education + 2 years of teacher training college; at secondary school - 6 years of secondary education + 2 years of teacher training college. To be employed at private school, teachers should have a working permit and to be registered by the Ministry. The starting salaries for teachers in public schools are 45,000 TSH per month at primary and 69,000 TSH at secondary level. The 'oversupply' of teachers caused a need for a headcount in 1999. Teachers as civil servants do not have any overtime payments or allowances but are allowed to have second jobs on Saturdays. In fact, teachers have to compete for posts at private schools because of better remuneration and teaching conditions.

Unwilling to openly reverse the past policy of 'free' education, the Ministry still continues to provide government schools with free textbooks and other teaching materials and to pay school bills for utilities and maintenance. But this is also being gradually changed towards cost-sharing.

Non-government (private) schools in the Mainland: procedures and recent developments

At present there is only one staff position called Co-ordinator for non-government secondary education at the Ministry of Education and Culture, however these issues concern many other divisions. Procedures for non-government school creation and functioning are very extensive and thoroughly regulated by the Ministry. The Ministry also collects statistical data on registered non-government schools.

Registration takes three steps: to submit an application; to be approved; and to start building the school. The main conditions for operation of non-government schools are:

- the owner of the school must be approved by the Minister of education;
- the manager of the school must be approved by the Commissioner for education;
- all the persons employed in the school to teach secular subjects must be registered as teachers and possess certificates or licenses certifying their qualifications;
- the curriculum must follow a syllabus approved by the Commissioner for education;
- all school buildings must be suitable and sufficient for the purpose and satisfy the public health authorities;
- the level of fees charged must be approved by the Commissioner;
- the class size must not exceed 45 pupils for primary schools and 40 students for secondary schools;
- the school should have a school board or committee.

The applications are made through district and regional education officers to the Commissioner. The Office of Commissioner monitors the day-to-day issues of non-government schools.

Private schools do not receive subventions or any material support from the State. They may request the Ministry and get, if it is approved by the Permanent Secretary:

- tax-exemption from income tax;
- textbooks and learning materials;
- school inspection;
- in service teacher training.

The present policy of the Ministry is that these schools already benefit from the State by using qualified teachers who graduated from public teacher training colleges, inspection and a limited number of textbooks, syllabi, forms for school leaving certificates etc.

The market for private secondary education was created by the lack of seats in government secondary schools. The number of government schools is insufficient at all levels. Even when the communities build a school from local materials, the Ministry is supposed to provide iron sheets and other elements for the roof but that is often delayed and the school buildings remain unused. When children fail to get the score required for admission to government school, motivated parents start looking for private schools as an alternative. Another scenario is that a child is admitted in a government school which is far from home, then parents take him/her to a private school in the neighbourhood.

Other major reasons for private secondary schools were English language of instruction and the critical examination after Form 6 of secondary school. These two reasons force parents either to seek private tuition (which is not legally allowed and costs about 2,000 TSH a month), or to send children to private school instead of private tuition.

In terms of conditions and student performance so far both groups of schools (government and non-government) are very heterogeneous due to income and regional disparities. Government primary schools experience enormous difficulties in terms of space, management of shifts, availability of facilities and provision of textbooks. Only a quarter of parents actually pay tuition fees in government schools. But government secondary schools used to be considered comparatively better than non-government secondary schools because of the very limited access and strict selection (based on national examination) to enter them.

There are great disparities also between different types of non-government schools, depending on the catchment area and income of target group of parents. To save costs, in the past non-government schools used to recruit low qualified young teachers who were paid an equivalent of government salary (45,000 TSH per month) which negatively affected the school performance. Another typical practice for government teachers is to work part-time in non-government schools. The most low-cost schools are Muslim because they receive extra support from the Arab countries.

But with the economic liberalisation started in mid-90s a 'new generation' of non-government schools appeared to serve high-income families which used to send their children for studies abroad (Kenya and Uganda). Usually the 'new' non-government schools that charge expensive fees (up to 1 million TSH per year) provide the whole cycle from nursery to secondary education. They have good facilities, highly qualified and motivated staff and plans to expand (i.e. many operate their own bus service).

On the contrary, the 'old' non-government schools which appeared in the 1980s to fill in the gap at secondary level used to charge moderate fees and have no means for refurbishing. Often their conditions are modest, the schools are considered worse than government secondary schools because often there is no fence, or facilities or teaching equipment. At present they see their enrolment declining because of the increasing competition. The 'new' non-government schools pay teacher salaries much higher (often twice more) then in civil service, for example 80,000-200,000 TSH per month. In these schools teachers are ever more motivated because they enjoy free housing and meals. When the cohort of pupils in these schools reaches the national examination it is expected to score better than average.

In terms of regional distribution of non-government schools, historically the first formal schools in the Mainland were set up by Christian missionaries who settled in the region of Kilimanjaro. Despite the policy swings, the region kept the traditions of non-government education, especially at secondary level. It still has the largest number of both government and non-government secondary schools in the country but the latter is greater than the former: 74 non-government schools compared to 57 government schools. Other regions with large share of non-government secondary schools are: Iringa (34), Mbeya (33), Dar Es Salaam (30) and Arusha (27). Totally in 6 regions (out of 20 in the Mainland) the number of non-government secondary schools exceeds the number of government schools.

The majority of newly created non-government schools tend to be urban or sub-urban covering the whole cycle of pre-school, primary and secondary education to cater for the same cohort of pupils. Among 90 non-government schools awaiting registrations, there are 62 'education trust fund' (a convenient form often covering a profit-making nature) and 23 seminaries and other religious denominations. There are two common violations in operation of non-government schools: (i) to charge formally low tuition fees and to complement them with hefty 'voluntary contributions', and (ii) to get registered as 'day' schools but to operate boarding facilities.

Principal conclusions and findings

The case of Tanzania is very different from other Sub-Saharan countries for the following reasons:

- the country experienced the nationalisation of non-government schools in the 1960s when the mentality of families was affected by the government's pledge to guarantee totally free and universal primary education. The fact that for many years families until mid 90s paid only for uniforms while all other elements of educational process were provided free of charge explains the popular resistance to the recent policy of cost-sharing.
- the enrolment rates are still low even by Sub-Saharan standards, especially at secondary level. While there is an abundant number of teachers, the major problem is a lack of school buildings. Although all government schools operate at least two shifts, classes are overcrowded. It is not unusual to have several teachers teaching different groups (streams) in the corners of the same classroom.
- unlike many other Sub-Saharan countries, in Tanzania there is no direct funding support (grants, subsidies or subventions) by the government to the non-government schools. Only in Zanzibar, there is a possibility to become a grant-aided school but the set of conditions does not encourage the schools to do so. Consequently, the schools have to rely only on tuition fees and other contributions and their own income-generation. The critical obstacle for new non-government school development is the starting capital for construction of the school building. The bank loans for this purpose

are rare because of the high cost of credit. In most cases observed the 'seed' money come from abroad or through religious denominations.

- although the market for non-government education has not been yet explored in either Mainland or Zanzibar, there are indications that it has a large potential because of unmet demand for education, especially at secondary level. The admission capacity of existing government schools is exhausted, in particular in urban/suburban areas, and the new school construction is slow and below the needs. In addition, at the secondary level, the unresolved problem of English media of instruction and Cambridge curriculum and certification attract the real demand of parents. It is not unusual for the officials of the Ministry of Education and government teachers to send their children to non-government schools.
- the interesting feature in the case of Tanzania is that the past record shows no significant difference in the internal efficiency, learning achievements and school performance between the government and non-government schools. The explanation lies in the fact that previously non-government schools were allowed only in the Mainland and only at the secondary level where they catered for children who failed at the national examination and were not admitted into the government schools. Private schools existed as an affordable alternative for these children because they to reduce the costs they recruited low qualified young teachers. But this situation is expected to change with the 'new generation' of private schools, born by economic liberalisation. They cater for families whose income increased with the economic liberalisation. These schools charge expensive fees but offer in return the motivated and well paid staff, and good conditions and facilities. When their cohorts reach the national examination, they are expected to score better than average.

- for Tanzanian parents the main reasons to choose non-government rather than public schools are English media of instruction, more advanced curriculum, day shift system, better facilities and learning conditions, low pupil-teacher ratio, control over teacher discipline. The annually growing number of non-government schools shows that the real demand for schooling in general or better conditions of schooling in particular is higher than the existing supply of both public and private education. The signs of saturated demand in the future can be the increasing competition between private schools resulting in lower rate of increase in enrolment per school or the check in the increase of actual fees and charges from year to year.
- The issue of government charges and taxation of non-government schools is pretty cumbersome and not clear either in the Mainland or Zanzibar. The schools can be tax-exempted from income tax (if they make a formal request) but they are expected to pay value-added tax and customs duties on imported textbooks, equipment, furniture etc. In addition there are various fees and charges related to the plot, building, license for operation etc. In Zanzibar, 200 TSH is collected per student by the Ministry of Education in addition to the school registration fee (to be wired to the account of the Ministry of Finance). For school inspection, the schools are supposed to pay a certain sum per student to the inspector if they ask for it.
- the issues of private tuition and so called 'voluntary parents contributions' need an additional thorough investigation. The risk of pupils' failure at the critical examinations forces parents whose children attend government schools to look for private tuition. The expensive fees for this service is an additional reason for demand for non-government education which became an alternative to private tuition for a comparable amount of cost. On the other hand, the 'voluntary contributions' became an addendum to the tuition fees and a means to circumvent the government limits set for tuition fees.

CHAPTER 1: A RETROSPECTIVE ANALYSIS OF PRIVATE AND COMMUNITY SCHOOLS IN TANZANIA (MAINLAND)*

Introduction

Chapter I is divided into four parts. The first part reviews and analyzes the administrative trends in the Tanzanian education system. An overview of the financing of community schools and education in the private sub-sector, and recent financing developments in the education sector, are provided in the second part. The third part analyzes the pedagogical and material aspects in the education sector, including school inspection. The last part gives an overview of analyses of access and equity, with concluding remarks regarding problems faced by MOEC in trying to control and audit the private education sector.

Chronological development of education in Tanzania

In Tanzania, the state claimed a monopoly of education provision immediately after independence in 1961. Thus, after independence, the government passed the Education Act of 1962 to regulate the provision of education. This Act repealed and replaced the 1927 Education Ordnance and was intended to:

- abolish racial discrimination in the provision of education;
- streamline the curriculum and examinations, as well as the administration and financing of education, to provide for uniformity;
- promote Kiswahili as a national language by making Kiswahili and English the media of instruction in schools;
- make local authorities and communities responsible for the construction of primary schools and for the provision of primary education.

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* by R.W. Chediel

In this case, the government assumed responsibility for the allocation of funds, for ensuring fair distribution of opportunities, and preventing the waste of talent. However, it was still legally possible for private schools, run by communities and voluntary agents, to operate outside the state-aided system. Such examples of private schools were the International schools and Koranic schools.

Despite these new policy measures, there were no significant changes in the goals and objectives of education until in 1967, when the philosophy of Education for Self-Reliance (ESR) was introduced, to guide the planning and practice of education.

Specifically, the following changes were effected in the education and school system:

- reforms in the school curricula in order to meet national needs;
- more emphasis was given to the provision of primary education by introducing Universal Primary Education (UPE);
- Post-Primary Technical Centres (PPTCs) were introduced;
- teacher-training programmes were expanded;
- multi-purpose Folk Development Colleges (FDCs) were introduced as part of post-primary training programmes;
- abolition of foreign examinations and the introduction of national examinations in the formal school system;
- formalization of continuous assessment at secondary and teacher-education levels in the examination system;
- work was made an integral part of education;
- primary and secondary education were made relevant to the needs of the country;

- diversification of secondary schools (Forms 1-4);
- adult education and literacy were given more prominence and financial support;
- voluntary agency schools were nationalized;
- local education authorities were formed to run and manage primary schools;
- a National Advisory Council on Education was established;
- school boards and committees were established for secondary schools/teachers' colleges and primary schools respectively;
- both public and private schools were required to be registered;
- all certificated, licensed and non-licensed teachers were required to be registered;
- Tanzania nationals were appointed to head all secondary schools, except for a few girls' secondary schools;
- direct entry for Form 6 leavers to tertiary and higher education and training institutions was abolished.

The Education Act No. 25 of 1978 was passed to legalize education changes that were introduced between 1967 and 1978 following the implementation of ESR. Changes legalized by the Act included:

- the establishment of a centralized administration of schools gave powers to the Minister of Education to promote national education; an Educational Advisory Council was created; the post of the Commissioner of National Education established; and every Local Authority was made a local Education Authority;
- instituting restrictions on the establishment of schools by requiring owners of schools to obtain the approval of the Commissioner of National Education and to have all public and private schools registered;

- the establishment of school categories into National Schools (i.e. all folk development colleges and all colleges of national education), and Adult Education Centres, with the former falling under the direct control of the Commissioner of National Education;
- making primary school enrolment and attendance compulsory for children aged 7 to 13 years;
- the centralization of school curricula and syllabi;
- the establishment of school boards and committees;
- the establishment of the Inspectorate Department in the Ministry of National Education;
- making mandatory the registration and licensing of teachers;
- the establishment of regional and district Appeals Boards;
- empowering the Commissioner of National Education to approve fees for public and private schools;
- empowering the Minister of Education to prohibit the use of certain books in schools;
- empowering the Commissioner of National Education to make regulations for the improved implementation of the provisions and objectives of the Act.

In 1981, a Presidential Commission on Education was appointed to review the existing system of education and propose necessary changes to be realized by the country towards the year 2000. The commission submitted its Report in March 1982 and the government has implemented most of its recommendations. The most significant ones were:

- the establishment of the Teachers' Service Commission (TSC);
- the establishment of the Tanzania Professional Teachers' Association;
- the introduction of new curriculum packages at primary, secondary and teacher education levels;

- the establishment of the Sokoine University of Agriculture (SUA), the Muhimbili University College of Health Sciences (MUCHS), and the Open University of Tanzania (OUT);
- the establishment of the Faculty of Education (FOE) at the University of Dar es Salaam;
- the formulation of a National Policy for Science and Technology;
- the introduction of a pre-primary teacher education programme;
- the expansion of secondary education.

In 1990, the government constituted a National Task Force on Education to review the existing education system and recommend a suitable education system for the twenty-first century. The Terms of Reference (TOR) for the task force were to:

- assess the critical problems inherent in the education sector;
- propose, in terms of policy, planning and administration, an appropriate system, which would facilitate increased efficiency and effectiveness.

At the same time, the government introduced a macro-policy which emphasized, *interalia*, an increased role of the private sector, continued liberalization of the economy, provision of essential resources to priority areas, increased investment in infrastructure and social sectors, and the introduction of cost-sharing measures, necessitating a review and restructuring of the education system. In this regard, the government produced the 1995 Education and Training Policy. The policy document is intended to guide future development and provision of education and training in the country as it moves towards the twenty-first century. The policy intends to:

- decentralize education and training by empowering regions, districts, communities and educational institutions to manage and administer education and training;

- improve the quality of education and training through strengthening in-service teacher-training programmes, the supply of teaching and learning materials, rehabilitation of school/college physical facilities, research in education and training, and streamlining the curriculum, examinations and certification;
- expand the provision of education and training through liberalization of the provision of education and training, and the promotion and strengthening of formal and non-formal, distance and out-of-school education programmes;
- promote science and technology through intensification of vocational education and training: rationalization of tertiary institutions, including the establishment of polytechnics; strengthening science and technical education, and development of formal and non-formal programmes for the training of technologists;
- promote access and equity through making access to basic education available to all citizens as a basic right; encouraging equitable distribution of educational institutions and resources; expanding and improving girls' education; screening for talented, gifted and disabled children so that they are given appropriate education and training, and developing programmes to ensure access to education to disadvantaged groups;
- broaden the base for the financing of education and training through cost-sharing measures involving individuals, communities, NGOs, parents and end-users, and through the inclusion of education as an area of investment in the Investment Promotion Act.

Financing education

1. Financing community primary schools

Community primary schools are initiated by community members, who commence by building the schools, and the local authority supports them by giving them roofing materials and cement. In running the schools, the local authorities receive grants from central government to supplement their own revenue collections. The grant is given in two forms, one for salaries, and the second for other expenditures. The grant is deposited in the district deposit account and expenditure is effected through the office of the District Executive Director (DED). The DED transfers salaries for teachers from the District Deposit Account into the District Account, which is operated by the District Education Officer (DEO).

Since the Ministry of Education does not as yet have the capacity to meet all the demands of its institutions, it relies on the other stakeholders such as communities, parents, educational institutions and NGOs to obtain funds for education. Thus beneficiaries pay user fees, communities build schools, educational institutions engage in income-generating activities, etc. On the whole, resources originating from other sources are loosely integrated in the overall government budget.

2. Financing education in the private sub-sector

As stated earlier, private-sector participation in the education sector gained momentum in the wake of economic liberalization policies introduced from the mid-1980s onward. A number of players are therefore involved. There are private-sector individuals, groups, communities and companies. The extent of participation by the private sector differs from one level of education to another, largely due to the starting capital required, demand and the existing policies and regulations.

Consequently, most of the private-sector investors in education have clustered in pre-school and secondary education and, of late, primary education and higher education (see *Table 10*).

3. Government and non-governmental resources to the education sector: comparison

Generally, resources that support funding of the education sector come from non-governmental sources. As can be noted from *Table 1*, public resources support mainly public institutions, whereas resources from non-governmental sources support education in both public and private institutions.

As far as basic education is concerned, government contributes 28.5 per cent to the sub-sector, while non-governmental sources form 71.5 per cent. However, it is only 1.2 per cent of the latter that supports basic education in private schools.

For secondary education, government contributes 21.2 per cent of its resources, while non-governmental sources constitute 78.8 per cent. Out of the 78 per cent, 60.1 per cent supports private secondary schooling.

Teacher education, however, is supported mainly by government (63 per cent) while private resources constitute 37 per cent. Out of the latter, 93 per cent supports education in public institutions. No resources are available to support technical education in the private sector.

Mainly public resources, too, support Higher Education, by 89.6 per cent. Thus only 10.4 per cent of the resources from the non-governmental sector supports this level. Within the non-governmental sources, 59.5 per cent support higher education in the private sector.

What one could infer further from *Table 1* is that secondary and higher education are the only levels that are supported mostly by non-governmental resources (60.1 per cent and 59.5 per cent respectively). This trend definitely shows where pay-off is highest. On the other hand, technical education is least preferred, followed by primary education and then teacher education.

Table 1. Government versus non-governmental proportion of financial support to the education sector (1994/95 to 1996/97)

Education level	Government resource		Non–governmental resources		Totals
	In support of education in public schools/colleges	In support of education in public schools/colleges	In support of education in non-governmental schools/colleges	Total from non-governmental sector	
Basic education	53 billion (28.5%)	151.6 billion (98.8%)	*1.9 billion (1.2%)	153.5 billion (71.5%)	**206.5 billion**
Secondary education	6.9 billion (21.2%)	9.5 billion (39.9%)	*16.3 billion (60.1%)	25.8 billion (78.8%)	**32.7 billion**
Teacher education	1.8 billion (63%)	1.0 billion (93%)	*0.075 billion (7%)	1.075 billion (37%)	**2.875 billion**
Technical education	1.3 billion (59.1%)	0.9 billion (100%)	—	0.9 billion (41.9%)	**2.2 billion**
Higher education	14.9 billion (89.6%)	0.7 billion (40.5%)	*1.03 billion (59.5%)	1.73 billion (10.4%)	**16.63 billion**
Total	78.8 billion (29.9%)	163.7 billion (88.4%)	*19.3 billion (11.6%)	183 billion (70.1%)	**261.0 billion**

* Cost in private schools/colleges has been computed by multiplying enrolment by the fee levels paid. At the primary-school level, fees were Tsh.400,000 (English-medium) with enrolment of 4,827 pupils; secondary-school enrolment was 108,481 @ Tsh.250,000, and at the higher-education level, enrolment was 516 @ Tsh.2,000,000.

Source: Tanzania Research Team (1998:47).

4. Recent financing developments

The 1990s marked the inception of political pluralism and market-oriented macro-economic policies. These changes stress liberalization, competitiveness, efficiency, sustainability, etc. and are to be realized through a transitional process steered by a predominantly private sector-led economy under a government whose major functions are the maintenance of law and order and the creation of an enabling environment.

At the education sector level, the response to the foregoing macro-economic policy change was the introduction of policies as outlined earlier. Among the several objectives of these sector policies, is to improve the system of financing the sector by tapping increased resources from the non-governmental sector, while rationalizing and controlling government expenditure through a sound budgeting system.

These sector-specific policies have led to the formulation of various strategies that focus on modalities of liberalizing education, maintaining equity of access, improving cost sharing, and decentralizing management of education. The process of setting strategies has led to the establishment of the Education Sector Co-ordinating Committee (ESCC) which oversees the implementation process of the sector policies, through the Education Sector Development Committee (SDC).

Several innovations relating to financing have been evident. For each sub-sector, a financing framework has to be prepared. Ultimately, these frameworks for all the sub-sectors are to be integrated into one coherent and costed programme for the education sector as a whole. In turn, it should be this sector-integrated resource demand to which funding from various sources (internal and external) should be directed. The financial framework so far completed is the one for basic education, while that for secondary education is being worked on.

According to the MOEC, it has recently been decided to delegate meaningful authority to the district level and, ultimately, to the school level in respect of basic education, following the Local Government Reform Agenda concluded in early 1998. Under the reform, District Education Officers in 35 districts selected for piloting, are to receive funds in the form of a Block Grant, a system which empowers them to be discretionary in terms of spending on what they deem to be appropriate. Under the circumstances, additional funding may be needed because of taking decisions believed to bring optimal returns to the district education sub-sector. Such additional funds can be obtained either through increased budget by government or through donor-supported funds.

Also, according to the 1998 Sector Management Committee of the MOEC, government should ensure that increased shares and volumes of public domestic resources are allocated to basic and secondary education. Conversely, resources for technical and higher education will have to be progressively reduced. The specific five-year proposals indicate that current intrasectoral share for basic education is 70 per cent and should remain unchanged until 2003. However, the current secondary education share of 7.0 per cent is to increase to 10.5 per cent, while the share for technical and higher education of 18 per cent is to decline to 13 per cent.

5. Creation of an enabling environment for the private and community schools

From previous discussions, it is evident that the government has tight regulation over private and community schools. Yet, the support to the schools is relatively low. In this case, there is need for the government to relax control in order to encourage communities to make greater inputs. For example, the government should provide loans and minimize import taxes on education materials imported by private schools. It is also important for the government to provide incentives to those wishing to invest in education. Equally important, the government should recognize that private schools render invaluable service to the nation. The government, therefore, is duty-bound not only to maintain standards, but also to support the schools (private and public) through, for instance, training of teachers and meeting part of the salaries (in the form of grants-in-aid) for teachers in private schools.

Pedagogical aspects in the education sector

1. Teacher training

Teacher training in Tanzania is done at two main levels. Teachers for primary schools and lower secondary (diploma holders) are trained in teachers' colleges while graduate teachers are trained at the University of Dar es Salaam and the Open University of Tanzania. Currently, there are only 10 private teachers' colleges in the country. Just like private secondary schools, the colleges do not receive significant support from the government.

Teachers for primary school consist of Grade C/B teachers (Standard VII leavers with two-four years of teacher training) and Grade A teachers (Form IV secondary-school leavers with two years of teacher training). Training of Grade B teachers has, since 1996, been stopped. The minimum admission requirement for the teacher education certificate course is Division III of the certificate of secondary examination.

Currently, about 60 per cent of the teaching force in primary schools is Grade C/B teachers. As Grade A is now a minimum qualification, a vast up-grading programme is under way. Grade B/C teachers are offered in-service training to up-grade academically to Form IV level, followed by one year of professional training in teachers' colleges. In addition, at some teacher-training colleges programmes are offered aiming at up-grading primary-school teachers from Grade A to diploma level (Form VI and one year of professional training in TTC). Very few of these teach in primary schools. This situation indicates that the majority of the current teaching force in primary schools is under-qualified, as the Education and Training Policy (1995) requires a minimum of Grade A certificate for primary-school teachers.

2. The need for in-service teacher training

Teacher professional development constitutes an important element for quality teaching. Thus it is stated clearly in the Education and Training Policy that in-service training and re-training shall be compulsory in order to ensure teacher quality and professionalism. Indeed there is a decline in the quality and competences of new teachers coming out of the teachers' colleges. These will need in-service teacher training to sharpen their practice.

The current teaching in primary schools has been found to be very 'close to the book' and examination oriented. The lack of resources, including books and other teaching/learning resources, in the classrooms, poses a serious problem. The teaching/learning environment also poses a problem. Large classes in urban areas, resulting in poor teacher/pupil interaction, coupled with gender-blind teaching and lack of supervision, aggravates the situation.

The Ministry of Education and Culture has reviewed the school curriculum in order that it meets the new policy requirements, focusing on the teaching of languages, science and technology, humanities and life-skills. These fields are required to permeate throughout the pre-primary, primary, secondary and teacher education levels. English language has been introduced in Grade I instead of at Grade III. This demands orientation for all teachers so that they can respond positively to the objective of the current education and training at various levels.

The policy has led to high demand for in-service teacher training at all levels. *Table 2* shows that the number of primary-school teachers, all of whom apparently need in-service training, is about 110,000. For the immediate, it shows that 65,963 (60 per cent) teachers need to be up-graded to Grade A level.

Table 2. Trends in teaching staff in primary schools and number of schools

Year	Teaching staff			Number of schools
	Male	Female	Total	
1993	58,884	43,132	102,016	10,892
1994	59,058	44,842	103,900	10,891
1995	59,798	45,482	105,280	11,310
1996	61,343	47,531	108,874	11,310
1997	61,915	48,023	109,938	11,270

Extract from BEST, 1993-1997, p.8.

3. Existing in-service teacher training programmes

Teacher education is crucial input for quality primary education and Education for all. Professional inputs from qualified tutors will have tangible impact on teachers' activities which, in turn, will contribute to students' improved performance. In this regard, teacher education has been providing strategies for actually improving teaching skills and extending knowledge of appropriate classroom methodologies to in-service teachers, through the following in-set programmes.

(i) Distance Teacher Education: a programme for Grade B/C teachers to upgrade academically to O-level;

(ii) Three-months course: a programme for professional development of primary-school teachers in subjects which are problematic in teaching (mathematics, language and science);

(iii) One-year Agricultural Science course for primary-school teachers;

(iv) One-year Domestic Science Certificate course for Grade A female teachers;

(v) In-service training of college tutors: a three-months programme for professional development of tutors in teachers' colleges;

(vi) Pre-primary education: a one-and-a-half year's course for grade teachers;

(vii) Special Education Certificate course: a one-and-a-half year's course for Grade A teachers.

4. Problems in teacher education

The strategies in teacher education have been hampered by a number of factors, including the following:

- the low number of school leavers with good passes in English, science and mathematics joining teacher education;
- the apparent shortage of primary-school teachers, caused by the unwillingness of some teachers to accept assignments in remote rural areas;
- lack of instructional materials;
- low incentives for teachers;
- over 70 per cent of primary schools in rural and urban areas are in a poor state;
- shortage of qualified tutors in teachers' colleges;
- low motivation of teachers;

- sixty per cent of teachers are under-qualified;
- teacher education examinations put little emphasis on methodology;
- inadequate in-service programmes;
- inadequate supervision in teaching.

Existing private primary schools are very few and most of them are English-medium schools. In their case, no attempt has been made to involve them in the in-service training. However, with regard to private secondary schools and teachers' colleges, in most cases they are invited to participate in training sessions or seminars and workshops for the introduction of innovations.

The Tanzania Institute of Education (TIE) is responsible for pre-primary, primary, secondary school and teacher education curriculum design, development, dissemination monitoring and evaluation. It works closely with teachers, tutors and school inspectors by including them in subject panels and in new curriculum induction seminars.

5. Provision and use of training and pedagogical materials

Prior to the inception of the 1991 Textbook Policy for schools and colleges, all textbooks were developed and produced by the Tanzania Institute of Education (TIE), then the Institute of Curriculum Development. Textbook series were initiated through subject panels under the auspices of TIE. Membership to subject panels was drawn from curriculum developers, school inspectors, university lecturers, classroom teachers, subject associations, officials from the Ministry of Education and Culture headquarters and certain individuals in their personal capacities. All these members had to be specialists in the subject at issue. It was the panel that was responsible for the planning of a syllabus as well as that of a series of grade/standard-specific titles for each subject. Subject panels, in turn, identified teams of writers for the planned series. Writing teams had been writing books in workshops assembled in a specified point/place to facilitate monitoring and timely provision of assistance to writers when sought.

After writing teams had completed their drafts, these were subjected to rigorous scrutiny by a minimum of three independent reviewers who were neither panel members nor writers of the draft manuscripts (MSS). After the reviewers' inputs had been received, the MSS were revised and subjected to yet another rigorous scrutiny by the Academic Committee of TIE. From the Academic Committee, the MSS were ready for piloting and thereafter for production by either commercial parastatal publishers, or TIE itself.

The approving authority was a committee comprising Directors of Teacher Education, Secondary Education, Adult Education, the TIE and Chief Inspector of Schools. The office of the Chief Inspector of Schools at MOEC headquarters was assigned to look after the day-to-day tasks of the Approval Committee. The director of TIE was the chairperson.

Liberalization of textbook production and distribution, inception of multi-textbook use in the school system, and the establishment of more schools and teachers' colleges has added more burden and responsibility to the Approval Committee. It was therefore necessary for the government to issue a new Approval system for educational books. It is stated clearly that the approval of educational materials for use in schools and teachers' colleges is the responsibility of the government. Specifically, it is the responsibility of the Ministry of Education and Culture to ascertain the quality, relevance and suitability of all educational materials used in schools and teachers' colleges and therefore be accountable to the public.

Provision of textbooks and production was the responsibility of Tanzania Institute of Education (TIE). However, following liberalization policies, production and distribution of textbooks have been left to the publishers.

As pointed out earlier, the government is responsible for providing guidelines for educational standards to private, community and public schools. The government also makes sure that the standards are maintained. As such, the government provides few textbooks to private schools and a list of books and other educational materials required for them to buy. All schools are supposed to follow the same syllabus, whether in the Kiswahili or English medium.

6. Testing and examinations

At each level of education and category of school, a variety of teacher-devised tests and examinations are offered to suit various specific educational purposes. Most of the tests are administered for the purpose of formative evaluation, while others are for summative evaluation. Currently in the primary-school cycle, there are two official examinations which are conducted at the end of standards IV and VII. The standard IV is conducted regionally to identify pupils' mastery of the 3Rs and the results thereof are used to make decisions for promotion or repetition.

Similarly, within the secondary school cycle, there are three official examinations conducted on a large scale. The form 2 examination is essentially used for diagnostic purposes and for continued assessment in the O-level secondary education. The form 4 and form 6 examinations mark the completion of the secondary education cycle. Centralized examinations are at the end of standard VII, form 4, form 6 and teacher education certificate and diploma courses.

The National Examinations Council of Tanzania (NECTA) is responsible for the design regulation, conduct and administration of National Standard VII form 4, form 6 and teacher education certificate and diploma examinations.

Since 1976, assessment of academic work for students completing formal secondary school education has comprised two components: continuous assessment (50 per cent) and final written examination (50 per cent). Concurrently, private candidates' academic performance has been evaluated solely on the basis of written examinations. The number of private candidates has increased as many candidates who fail in their secondary education examination re-sit to upgrade their examination results. This situation has increased private tuition, which can also prove to be expensive.

7. Boards of educational institutions

The management and administration of educational and training institutions are handled by boards and, in the case of primary schools, by committees. The Education and Training Policy (1995) states clearly that all educational and training institutions shall have a school or college committee board.

Boards and committees of education and training shall be responsible for management development, planning, discipline, and finance of institutions under their jurisdiction.

The powers and responsibilities of boards/committees are constrained by lack of defined powers and status, and inadequate financial resources and facilities. Currently the REOs and DEOs are managers of education and training in their respective areas.

8. School inspection

Tanzania recognizes that school inspection is vital as a means of monitoring the delivery of education, adherence to the stipulated curriculum and set standards ensuring efficiency and quality in education. However, school inspection has not been as effective as expected, due to inadequate competent personnel; shortage or lack of transport, offices and office equipment, housing; and the inability of the inspectors to take appropriate and immediate corrective measures where necessary.

9. Responsibilities of the inspector

The main responsibility of a school inspector is to supervise schools in order to maintain set standards for quality education. The inspector is required to evaluate what goes on in the school and advise heads of schools, teachers, school owners and the Commissioner for Education accordingly. Therefore, the inspector has been given the responsibility to oversee the implementation of education and training policy in the country.

10. Specific tasks

The following are specific tasks given to the inspector:

- (i) to inspect primary and secondary schools, teachers' colleges, education centres and adult education centres;
- (ii) to work closely with curriculum developers;
- (iii) to participate in examination activities;
- (iv) to participate in supervising Block Teaching Practice for teacher trainees;
- (v) to inspect new schools (government and private) and recommend with respect to their registration;

(vi) to run seminars and workshops for in-service teachers;

(vii) to teach his/her subject when necessary;

(viii) to conduct seminars.

11. Powers of the inspector

According to the Education Act of 1978, which was amended in 1995, the inspector has the following powers:

(i) at a convenient time, to enter into any school or any other place where it is thought there is a school;

(ii) to require any owner, manager or teacher to give him/her any book or writings concerning management, administration or teaching or any other activity taking place in the school;

(iii) to enter any premises, where he/she feels that there is a breach of the Education Act.

12. Indicators of the school inspector's performance

(i) The ratio of inspected schools compared to the planned number;

(ii) the correctness of the inspection reports;

(iii) the applicability of the advice given;

(iv) the extent to which new ideas and new teaching/learning methods have been developed;

(v) the number of seminars/workshops participated in;

(vi) the number of books and handouts written or edited;

(vii) the number of studies conducted;

(viii) the extent to which he/she has upgraded academically;

(ix) the extent of involvement in his/her activities.

13. Statistics on inspection, 1998/1999 (see *Table 3*)

As from 1998, all schools are supposed to contribute towards school inspection from school fee collections. These amount to the sum of Tsh.200 per student (primary school); and Tsh.500 (for secondary schools and teachers' colleges).

This has stepped up supervision as funds are now available for the inspectors to receive transport and field allowances during supervision tasks.

Table 3. Number of inspectors in primary, secondary, and teachers' colleges, 1998/1999

	Primary	Secondary / teachers' colleges	Grand total
Male	103	17	120
Female	341	60	401
Total	444	77	521

Available institutions				
Pre-primary school	Primary	Post primary	Special education	Adult centres
2,335	11,339	250	214	11,431
Available institutions				
Pre-primary school	Primary	Post primary	Special education	Adult centres
189	2,055	16	16	2,032

Access and equity

Since independence in 1961, Tanzania has continued to provide and expand education services guided more by general political ideology than systematic policy analysis and integrated planning. The 1995 Education and Training policy document was the first major policy synthesis of the education system in Tanzania, which charted out future policy directions in the development of education. The major thrust of the policy was to improve quality, access and equity in education.

Analysis of the Tanzania Government's efforts towards giving access and equity in education and training suggests that the focus of educational policies has been on the distribution and equalization of educational opportunities for female and male students through expansion of the system at all levels (MOEC, 1995).

Apparently, this method has not been a solution to gender disparity as female students have persistently performed less well than male students, as reflected in the examination results. The new thinking is to abandon this practice.

Tanzania attained universal primary education in quantitative terms during the period 1978–1995. By 1978, standard I enrolments had expanded by nearly four times those of 1974, but the rate of expansion decreased by half in 1980, when it began to rise but has never again reached the 1978 level. Non-enrolment into Grade I and subsequent drop-out of the primary cycle generate the problem of out-of-school youth with inadequate basic education.

The government has instituted a Complementary Basic Education in Tanzania (COBET), in response to the inadequacy of the formal primary and adult education systems, to accommodate the educational needs and interests of children out of school. It is estimated that about 2.25 million children are out of school and some 2.7 million are living in absolute poverty. COBET allows for 'drop in' or 'second chance' opportunities which are not allowed in formal schooling.

The government has also started a school-mapping exercise in order to determine the state of affairs in schools and provide adequate information on the professional development needs of teachers, as well as population distribution of school-age children. This will help the government to plan for new schools and distribution of resources.

These are additional measures to those which have been attempted by the government in the past. They include the use of a quota system, integration of schools, the introduction of a core curriculum, and lowering of entrance qualifications for disadvantaged groups, such as girls and nomadic people.

1. Associations

Tanzania is experiencing a transition period including privatization, decentralization, liberalization of trade and other systems and the introduction of cost-sharing principles wherever applicable. As a result, associations interested in the provision of education have emerged. There are, for example, parent associations in certain private schools, which are concerned with the educational development of their children. There are also associations which provide upgrading courses for primary-school teachers.

CHAPTER 2: LEGAL AND ADMINISTRATIVE ANALYSIS*

Introduction

In the early 1970s, the Government of Tanzania nationalized private secondary schools which were owned by different organizations. The rationale for the nationalization was to provide equal opportunities for all. Before independence there was education discrimination based on race, religion and tribe, and for this reason there were schools for Africans, Asians and Europeans. The standards/quality of education differed according to the type of school, with European schools having the best quality. Although the new government tried to eliminate this racial and religious discrimination by issuing policies, these practices still existed. Nationalization of the schools was therefore regarded as the best way to eliminate these biases.

In order to legalize the nationalization of private schools, the government enacted the Education Act No. 25 of 1978. Besides legalization of the takeover of private schools, the Act also restricted the establishment, ownership and management of new private schools. The restrictions included tough conditions for registration and provision for further nationalization. For example, the Act categorically specified that the private schools which were allowed to be established were those which would provide agriculture, commerce, home economics, or technical education. The establishment of these types of schools required equipment and hence amounts of capital. These restrictions discouraged many who wanted to establish private schools and, as a result, there were 25 secondary schools and 33 private primary schools by 1980. In the 1970s the government initiated a Universal Primary Education campaign. The implementation of the campaign resulted in a rapid increase of the population of pupils in primary schools. Enrolment rose from 1,874,367 in 1975 to 3,863,144 in 1981 and GER levels reached 90 per cent by 1983. However, the rapid expansion at primary school level was not matched with expansion at secondary school level, resulting in a decreased transition rate from primary to secondary education, which reached its lowest of 3.4 per cent in 1984. This condition led to increased public demand for secondary education. The government, on the other hand, could not meet these demands due to economic hardship. Parents and certain donor agencies put pressure on the government to allow the establishment of private secondary schools. The government responded to these public demands by encouraging organizations and individuals to establish and own private schools. At the same time, the government initiated a programme for the construction of secondary schools by communities.

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* by N. Sekwao

Although the government encouraged the establishment and ownership of private schools, the Education Act No. 25 of 1978 remained unchanged and prevented some would-be private school owners from establishing schools for fear that their institutions might be nationalized. Therefore the Education Act had to be amended in order to enable all those who were able to establish these institutions to do so.

Guidelines for private schools

In 1998 the Ministry of Education and Culture issued an integrated education and training policy which, among other things, liberalized the provision of education at all levels. This move was taken in order to meet public demands for private institutions. At the primary school level, public demand was for English-medium schools because the medium of instruction in all government schools, except two, was Kiswahili. At the secondary school level, on the other hand, the demand was for more places for primary-school graduates. The liberalization of the provision of education meant that the government's major role remained that of quality control through monitoring and evaluation of the education provided in all institutions. To achieve this goal, the government set standards for teacher qualification, teaching and learning materials to be used, as well as the size of classes. At the same time, the policy directed that the government inspectors of schools inspect all schools, including private ones, and directed that all schools sit for the same National Examinations. In order to implement the policy of liberalization, the Education Act No. 25 of 1978 was accordingly amended in October 1998. The sections which were amended in respect to the establishment of private schools included that on the registration of schools, which was amended to exclude the direction of the Minister. The requirements for registrations were eased and the section on nationalization of private schools was repealed.

These changes resulted in a rapid increase in the number of these private institutions at all levels. The pace of establishment of schools increased so fast that by 1997 there were 371 registered private secondary schools compared to 260 in 1993. By the end of September 1999 there were 374 registered private secondary schools, while 94 had sent applications for registration. The number of private primary schools increased from 20 in 1995 to 59 in 1998. All these primary schools are English-medium institutions.

1. Establishment and registration

The conditions and procedures for establishment and registration of schools in Tanzania mainland are in accordance with the Education Act No. 25 of 1978, amended in 1995. After enacting the Education Act, the Ministry of Education and Culture issued guidelines concerning the establishment of private institutions. These guidelines concern operation, approval of owner, approval of manager and registration of the school.

2. Conditions to be complied with prior to the establishment of a school

Schools cannot be established until the following conditions have been fulfilled:

- The owner of the school must be approved by the Minister of Education;
- The manager of the school must be approved by the Commissioner for Education;
- All the persons employed in the school to teach secular subjects must be registered as teachers;
- The teaching of the school must follow a syllabus approved by the Commissioner for Education;
- All school buildings must be suitable and sufficient for the purpose and satisfy the public health authorities;
- The Commissioner for Education must be satisfied that the owner or manager has sufficient funds to maintain an efficient school;
- The school must be registered under the Education Act No. 25 of 1978, amended in 1995.

3. Approval of an owner of a private school

The conditions for approval of an owner of a private school or group of schools are as follows:

- The person(s) intending to become the owner of a private school or group of schools makes a formal application to the Minister of Education by completing a special form, Form No. 6.
- The application to be the owner of a private school must be approved by the district education authority. The education authority discusses the application at a meeting before approval is granted.
- Once approved by the district education authority, the application form is forwarded to the Regional/City Education Officer.

- The Regional/City Education Officer gives his/her comments and signature before forwarding the application to the Commissioner for Education.
- The Commissioner for Education makes recommendations to the Minister of Education.
- The Minister approves/disapproves the application.

4. Approval of a manager of a private school

In order to be approved owner of a school or group of schools, one must fulfil the following conditions.

- The person(s) intending to be manager of a private school or group of schools makes a formal application to the Commissioner for Education through the Regional Education Officer by completing Form No. 7.
- The application for manager of a private school must be approved by the district education authority. The district education committee holds a meeting to discuss the application before approving it.
- After approval by the district education authority the application form is forwarded to the Regional Education Officer, who signs it and forwards it to the Commissioner for Education for approval.

5. Registration of private schools

The conditions for registration of private school are as follows:

- All private schools must be registered under section 24 of the Education Act No. 25 of 1978, amended in 1995.
- An application for registration of a private school must be made to the Commissioner for Education by completing Form No. 9.
- The application is made through the Chief Inspector of Schools and Colleges.

- The Chief Inspector of Schools and Colleges inspects the school. He then makes recommendations to the Commissioner for Education.
- The Commissioner signs the application form to approve registration and issues the school a certificate of registration, if the necessary conditions are fulfilled.

6. Others

There are other rules and regulations concerning the establishment and management of private schools. These are:

- Fees charged must be approved by the Commissioner for Education.
- Every school must follow the national curriculum.
- Every school must have a school board, or committee in the case of primary schools.
- The class sizes must not exceed 40 students for ordinary-level secondary schools, 45 for primary schools and 25 for high schools.
- All teachers must possess certificates, or licences for non-professionals.
- Every school must have concrete plans to acquire qualified teachers.
- The duration of the school year is 204 days for secondary schools and 197 for primary schools.
- In teachers' colleges, trainees are issued with certificates after successful completion of a course approved for the training of teachers. The minimum qualifications are:
    - Grade A for teaching in primary schools. This certificate is issued to Form 4 graduates who successfully complete a two-year course in a teachers' college.
    - Diploma for teaching in ordinary-level secondary schools (Forms 1-6). The diploma is issued to high-school graduates who successfully complete a two-year course.

  - First degree for teaching in secondary schools at Advanced level (Forms 5 and 6). The degree is issued to those who successfully complete a four-year course at a university.

- Status of teachers
  - Teachers must be qualified and possess a certificate or licence to teach.
  - They must be registered.
  - Recruitment, wages and benefits, and retirement depend on agreement made between the employer and the employee. However, the conditions of service must be in accordance with the conditions of teachers' service in force.

- Management
  - The overall control of the school is the responsibility of the owner/manager of the school.
  - The school board, which must be approved by the Minister of Education, has advisory powers on the day-to-day running of the school, the discipline of students and teachers, as well as on the development and welfare of the school.

- Legal arrangements for funding and expenditure

  These are normally the responsibility of the owner of the school. However, they are required by law to fulfil the following:

  - Records of receipt of expenditure of funds for running the school and the financial transactions of the school must be submitted to the School Board.
  - The Minister may request in writing a statement of account and other information in respect of the school.
  - Fees charged must be approved by the Commissioner for Education.

Community schools

1. Introduction

The government issued a circular in 1984 to initiate a 10-year programme for the expansion of secondary education. The programme became effective in 1986 and was to be completed by 1995, with the construction of 79 secondary schools. The schools were to be distributed in such a way that each region was to build four schools, except in the case of Dar es Salaam, which was to build three schools. The necessary conditions under the programme were:

- The local authorities (communities) construct all required buildings and provide furniture.
- The Inspector of Schools and Colleges inspects the schools and makes recommendations to the Commissioner for registration.
- The Commissioner registers the schools.
- The schools are managed and run by the Ministry of Education and Culture, i.e. the Ministry appoints the head of the school and other teachers, as well as other non-teaching staff. All the teaching and non-teaching staff are paid by the central government.
- Students are admitted in a ratio of boys and girls 1:1 and selected from a radius of five kilometres in the area where the school is situated.

2. Requirements for opening a community school

In order for a community school to be registered the following conditions must be met:

- the district authority must complete construction of the minimum required buildings (and furniture);
- the building materials must be cement, blocks, baked bricks or stones;

- the school must have water, medical facilities, electricity and road services;
- the minimum facilities are as shown in *Tables 4* and *5*.

Table 4. Minimum school facilities for opening a community school, with agricultural or commercial bias – Phase I

Buildings	**Number (phase I)**
Classrooms with furniture	4
Laboratories (Biology/Chemistry, Physics) with furniture	2
Home economics	1
Library with furniture	1
Kitchen and Dining Hall/Assembly Hall with furniture	1
Store	1
Toilets	2
Administration block	1
Teachers' houses with furniture	8

Table 5. Total requirements

Buildings	Number (phase II)	Total (Phase I + II)
Classrooms with furniture	4	8
Geography room with furniture	1	1
Agricultural workshop or room	1	3
Laboratory with furniture	1	4
Store	2	4
Toilets	2	18
Teachers' houses with furniture	-	1
Administration block with furniture	-	1
Kitchen, dining hall/assembly hall	-	1
Home economics room with furniture	-	1
Library	-	1

However, the pace at which the school is constructed and the quality of school facilities depend very much on the economic status of the community in which the school is built. As a result, some of these schools have not been able to meet the minimum standard set by the Ministry.

Analysis

The provision of education in Tanzania though liberalized since 1995, when an education and training policy was issued, is still governed by rules and regulations in accordance with the Education Act No. 25 of

1978, amended in 1995. The rules and regulations were set in order to control the quality of education provided in the country. However, some of these regulations require very high standards which cannot be easily met; and as a consequence some owners of schools do not meet all the rules and regulations. The registration process, for example, is so long that some schools continue to operate before registration. There are also other irregularities concerning school fees, curriculum, class sizes, teacher qualifications and school management.

With regard to registration, a school cannot be registered unless the owner and the manager have been approved. The approval of the school owner and manager is a long process, since applications have to pass through district and regional authorities before they reach the Ministry. The process is prolonged as it is required that the approval be made by sittings of the relevant authorities. The sittings/meetings are normally arranged at the convenience of the authorities; thus delays occur before registration. For example, by September 1999 there were 94 secondary schools operating without registration. Owners of these schools had applied for registration through the appropriate forms, which were still with the relevant authorities. Since there are Ministry representatives at the district level, the applications for registration could be approved at district level. Each district should then forward the number of registered schools to the Commissioner for Education for record purposes. Registration of government primary schools has been decentralized to district level, these private institutions should also be registered at district level.

Schools which operate without registration are open to legal proceedings, but it appears that district education officers and district inspectors of schools and colleges are not aware of these anomalies due to a number of reasons, including lack of transport. Private schools are required by law to charge school fees set by the government. However, some schools charge higher fees than those set by the government; they also, in addition to school fees, charge school contributions, without government permission. The schools normally charge higher fees because, when the government sets the amount of fees to be charged, it does not consider other charges besides tuition fees. According to the regulations, school owners must have other means of earning money for running the school.

In the author's opinion, since the government does not provide any aid to these schools, it should allow private schools to set and charge their own fees. Parents would be able to choose schools depending on their economic circumstances. Although the education policy has liberalized the provision of education, private schools are supposed to follow the syllabus approved by the Commissioner for Education. However, there are some private schools, especially primary schools, which do not conform to this rule, the owners labelling their schools as 'international schools'. Some of them have been found to follow curricula of foreign countries, while not meeting international standards.

This problem exists because the inspection directorate has been unable, for the past few years, to perform its duties effectively, due to lack of funds. International schools should meet international standards, while the others should follow the Tanzania curriculum. The law requires that all teachers, in any school and at any level, be certified and registered. Some private secondary schools employ non-certified teachers, mainly on a temporary basis. This is because the uncertified teachers are cheaper than the certified ones. Private secondary schools also depend on teachers trained by the government and therefore, to attract them, they pay higher salaries than those paid by the government and, consequently, they cannot employ only certified teachers unless they are allowed to charge higher fees. In order for private schools to abide by this law, the government should not set fees for these schools. Alternatively, these schools should receive government aid since they assist the government in the provision of education.

The government has set class sizes at different levels. However, in practice this is not implemented. There are some schools, especially secondary schools in towns, which have larger classes. The main reason for this is that there are insufficient schools and the owners want to make a profit. The government should encourage the construction of more schools, especially in cities and towns.

CHAPTER 3: STATISTICAL ANALYSIS OF PRIVATE AND COMMUNITY SCHOOLS*

Introduction

Education is a process by which the individual acquires knowledge and skills necessary for appreciating and adapting to the environment and the ever-changing social, political and economic conditions of society and as a means by which one can realize one's full potential. In Tanzania, traditional education emphasized principles of good citizenship, acquisition of life skills and the perpetuation of valued customs and traditions.

During the German and English colonial periods, education provided was restricted to a few individuals earmarked to service colonial interests. As pointed out earlier, right from independence, emphasis was placed on the provision of education to the people. Thus, the government met all the costs of providing essential social services, including education. However, since the 1970s, the country has experienced serious economic problems which led to the deterioration of the economy at the turn of the 1980s. Given its limited domestic resource base, the government now advocates:

- an increased role of the private sector;
- continued liberalization of trade and other systems;
- increased investment in infrastructure and social development sectors, especially health and education;
- the reduction of subsidies, and the introduction of cost-recovery and cost-sharing measures where applicable.

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* by P. L. Kirumba

The introduction of community secondary schools and private secondary schools was the result of the above initiative. The government encouraged and mobilized parents to build schools while, for its part, it provided staff, teaching and learning materials.

Trends in private and community schools

Since 1984 the government has been encouraging people and private agencies, respectively, to build community and private secondary schools.

Table 6 shows that up to 1999 there were 350 community and 255 private secondary schools. For private secondary schools this is an increase of 77.5 per cent from those established before 1984. On average, from 1984 to 1999 almost 24 community and 20 private secondary schools, respectively, have been opened yearly. From this trend we can project that by the year 2005 the total number of community and private secondary schools will total 500 and 495, respectively.

Tables 7 and 8 show number of schools and streams in private and public secondary schools in 1998, respectively.

Table 6. Total number of secondary schools according to year established and status

Year established	Government	Community	Private	Seminary	Total	Owner
1921	2				2	
1922					0	
1923	2		1		3	
1924					0	
1925	2			1	3	
1926	3				3	
1927	3				3	
1928	3				3	
1929	1				1	
1930	1		1	2	4	
1931					0	
1932				1	1	
1933					0	
1934					0	
1935					0	
1936					0	
1937					0	
1938					0	
1939	1			1	2	
1940	1				1	
1941					0	
1942					0	
1943					0	
1944					0	
1945	1				1	
1946	3				3	
1947	1				1	
1948	1				1	

Table 6 *(continued)*

Year established	Government	Community	Private	Seminary	Total	Owner
1949					0	
1950	4		1	1	6	
1951	1				1	
1952	2				2	
1953	1			1	2	
1954	3				3	
1955				1	1	
1956					0	
1957	4				4	
1958	1				1	
1959	5				5	
1960	1				1	
1961	6				6	
1962	4		1		5	
1963	1		2	1	4	
1964	2			2	4	
1965	7			2	9	
1966	2		6	2	10	
1967			2	1	3	
1968	2		2	2	6	
1969	2		2	1	5	
1970	1		2	1	4	
1971					0	
1972	1		4	1	6	
1973	3		4		7	
1974	1		9		10	
1975	1		7		8	

Table 6 *(continued)*

Year established	Government	Community	Private	Seminary	Total	Owner
1976	1		10	1	12	
1977	1		5	1	7	
1978			3		3	
1979	1		4		5	
1980	1		3		4	
1981			5		5	
1982	1		7	4	12	
1983	1		9	2	12	
1984		2	25	1	28	
1985		1	27	2	30	
1986	4	5	9	2	20	
1987		8	19	2	29	
1988		9	19		28	
1989		11	8	2	21	
1990		28	14	2	44	
1991	1	5	10	1	17	
1992	1	5	17	1	24	
1993		13	18	1	32	
1994		18	21	4	43	
1995		46	10	7	63	
1996		53	10	5	68	
1997		51	7	2	60	
1998		65	5	3	73	
1999		30	1		31	
Grand total	**92**	**350**	**310**	**64**	**816**	

Chart 1. Number of secondary shools by status, 1991-1999

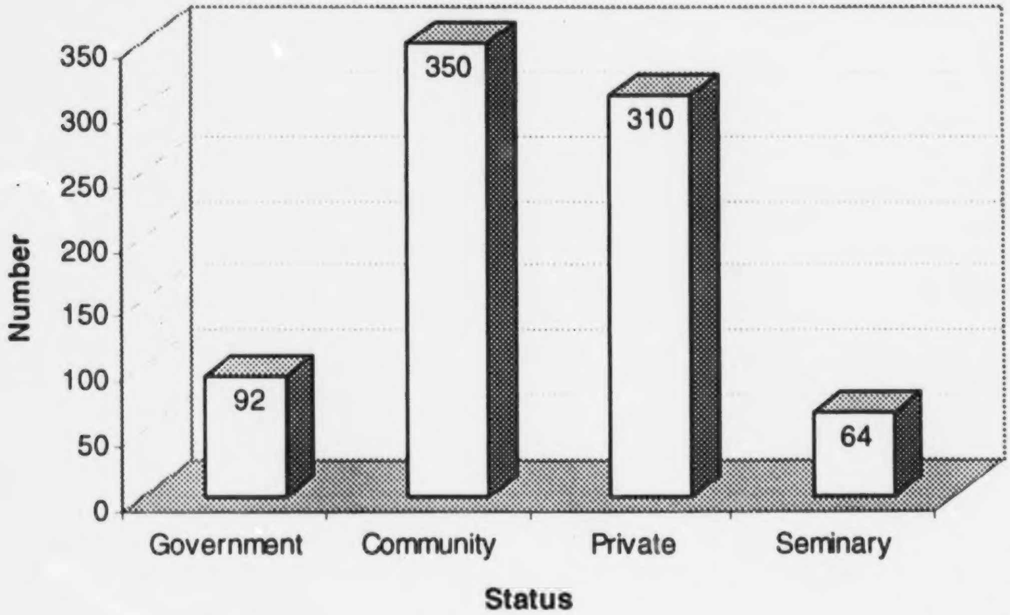


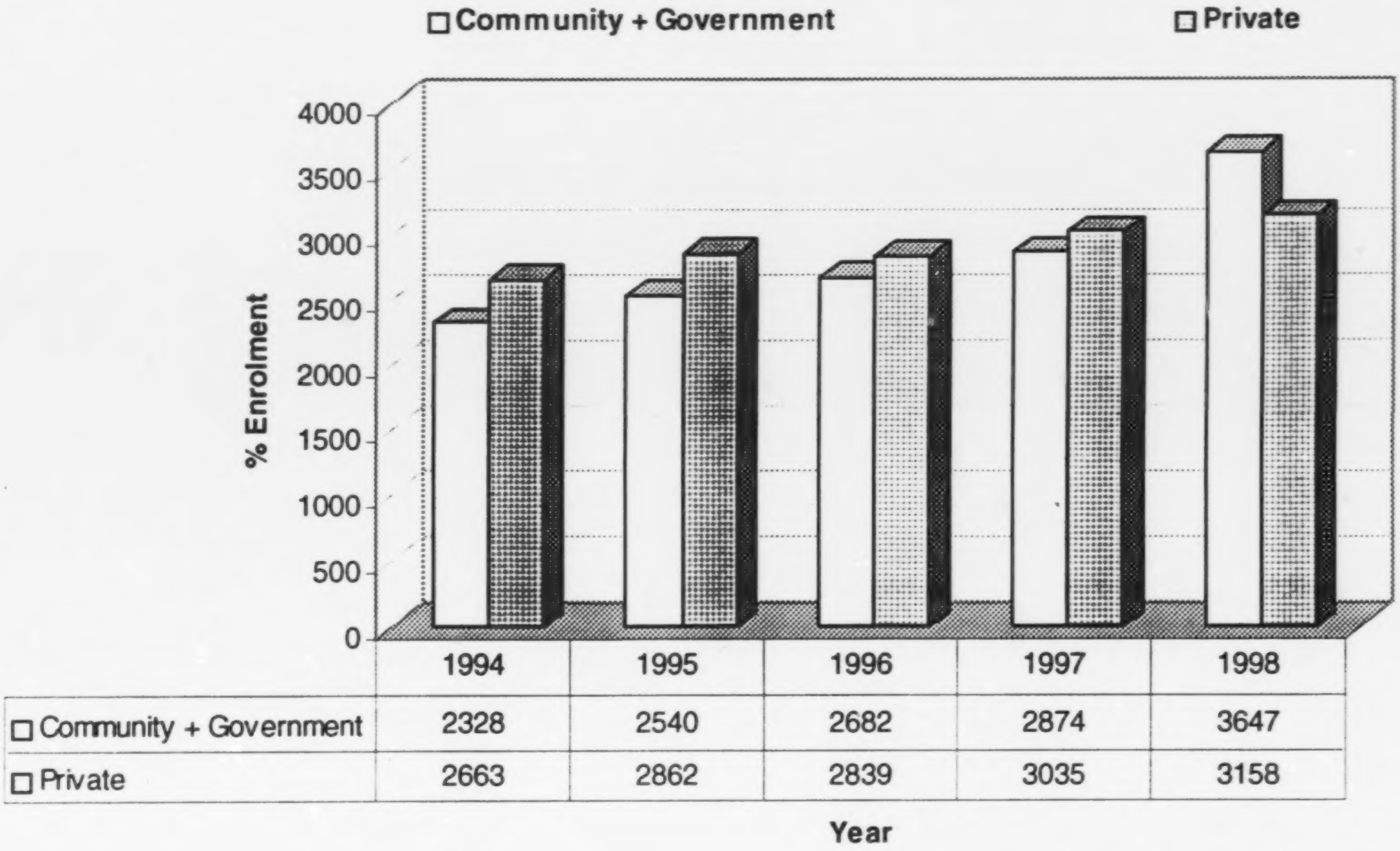
Table 7. Number of schools and streams in private secondary schools, 1998

Regions	No. of schools	Streams						
		Form I	Form II	Form III	Form IV	Form V	Form VI	Total
Arusha	26	61	52	54	47	16	14	244
D'salaam	28	135	125	119	110	62	46	597
Dodoma	9	13	14	15	12	6	4	64
Iringa	34	72	58	53	46	11	9	249
Kagera	28	42	42	42	42	5	3	176
Kigoma	6	8	7	7	7	2	1	32
K'njaro	74	138	133	120	115	20	15	541
Lindi	3	4	2	2	2	1	1	12
Mara	14	13	16	14	12	1	1	57
Mbeya	33	70	61	57	49	21	17	275
Morogoro	14	38	33	35	31	13	11	161
Mtwara	5	4	4	4	3	0	0	15
Mwanza	16	39	40	31	36	11	6	163
Pwani	7	10	9	9	8	1	2	39
Rukwa	6	9	9	7	7	3	2	37
Ruvuma	20	26	23	18	16	3	3	89
S'nyanga	13	27	28	25	20	3	3	106
Singida	8	8	8	6	7	1	1	31
Tabora	11	27	24	23	22	8	5	109
Tanga	20	38	38	36	35	7	7	161
Total	**375**	**782**	**726**	**677**	**627**	**195**	**151**	**3,158**

Table 8. Number of schools and streams in public secondary schools, 1998

Regions	No. of schools	Streams						
		Form I	Form II	Form III	Form IV	Form V	Form VI	Total
Arusha	41	82	68	46	35	7	7	245
D'salaam	13	61	56	60	58	30	34	299
Dodoma	23	55	42	37	33	10	10	187
Iringa	15	40	42	38	35	37	36	228
Kagera	17	48	37	27	26	4	3	145
Kigoma	11	31	27	21	18	4	4	105
K'njaro	50	117	107	86	67	17	16	410
Lindi	12	26	25	23	23	1	0	98
Mara	25	53	54	37	21	2	1	168
Mbeya	15	49	41	31	29	4	4	158
Morogoro	26	77	64	55	47	11	11	265
Mtwara	16	36	38	31	25	3	3	136
Mwanza	25	67	53	42	36	10	8	216
Pwani	15	36	35	34	28	9	6	148
Rukwa	15	34	25	26	24	2	2	113
Ruvuma	13	32	29	28	25	5	4	123
S'nyanga	19	37	26	20	16	11	10	120
Singida	13	34	27	17	18	2	2	100
Tabora	15	38	31	29	26	8	7	139
Tanga	27	68	58	53	44	11	10	244
Total	**406**	**1,021**	**885**	**741**	**634**	**188**	**178**	**3,647**

Chart 2. Number of classes in secondary schools by status, 1994-1998



	1994	1995	1996	1997	1998
☐ Community + Government	2328	2540	2682	2874	3647
☐ Private	2663	2862	2839	3035	3158

65

65

Primary education

Schools

Almost all primary schools are government owned (see *Table 9*). Of the 11,339 primary schools in 1998 only 33, or 0.3 per cent, were private. Currently, however, there is a growing number of newly established primary schools seeking registration. These are mostly English-medium schools. Private participation in primary education is gaining momentum after the new policy on education and training was introduced in 1995.

Enrolment

The total 1998 primary school enrolment is 4,042,568 pupils. This figure is equal to 76 per cent of all school-age (7-13 years) children. The Net Enrolment Ratio in 1998 was 57 per cent. Total enrolment is growing very slowly. From 1994 to 1998 it grew by 245,738 pupils, or 6.4 per cent only.

Gender equity

The participation of girls in primary education is almost 50 per cent. Of all the children enrolled in primary schools in 1998, 49.7 per cent were girls. The variations at sub-national levels are not very large.

Teachers

In 1998 there was a total of 106,723 teachers in primary schools. Of these 59,399 were of Grade B/C and 46,642 were Grade A. Very few diploma holders teach in primary schools. There is still a shortage of teachers, currently numbering 15,905, in primary schools.

Secondary education

Schools

In 1998 there were 781 secondary schools in Tanzania; of these, 374 were private, 315 community built, and 92 government (see *Table 10*). The number of secondary schools is still very small, allowing for a transition rate of under 20 per cent from primary to secondary. Their numbers have, however, grown very rapidly in recent years. Between 1994 and 1998, 233 community and 53 private secondary schools were established. This is 36.6 per cent of all secondary schools existing in 1998. This trend might not, however, be sustainable due to economic and social factors. *Chart 1* gives the number of secondary schools by status for the period 1991-1999; *Chart 2* gives the number of classes in secondary schools by status for the period 1994-1998.

Enrolment

The enrolment at Ordinary level (Forms I–IV) in 1998 was 208,738, and at Advanced level (Forms V-VI) was 11,165. Private secondary schools enrolled 45.2 per cent and 45.4 per cent at both levels respectively. The proportion in enrolment in private secondary schools declined from 55.4 per cent in 1990 to 55.2 per cent in 1994 to 45.2 per cent in 1998. While enrolment in government (including community) secondary schools grew from 83,441 in 1994 to 124,330 in 1998, or 49 per cent, that of private secondary schools declined from 102,805 to 102,573, or -0.2 per cent, during the same period. *Chart 5* shows the trend of enrolment in secondary schools, by status, for the period 1994-1998. *Chart* 7 gives figures of enrolment in secondary schools, by status, for the period 1994-1998. Many poorly staffed private secondary schools in the rural areas are operating below capacity because of failure to attract sufficient students.

Table 9. Number of primary schools, students, classes and teachers, 1994-1998

			1994	1995	1996	1997	1998
A Level Primary	**Total number of schools**	**Government + Community**	10,898	10,908	11,110	11,270	11,306
		Private	13	19	20	20	33
		Total	10,891	10,927	11,130	11,290	11,339
	Classes	**Government + Community**	105,811	108,270	108,749	112,258	111,816
		Private	132	191	198	198	252
		Total	105,943	108,461	108,947	112,456	112,068
	Enrolment	**Government + Community**	3,793,201	3,872,473	3,937,204	4,051,213	4,035,209
		Private	3,629	5,170	5,684	6,252	7,359
		Total	3,796,830	3,877,643	3,942,888	4,057,965	4,042,568
	Teachers	**Government + Community**	103,900	105,280	108,874	109,936	106,436
		Private				174	287
		Total				109,994	106,723

Table 10. Number of schools, students, classes and teachers, 1994–1998

			1994	1995	1996	1997	1998
A Level Secondary	Total number of schools	Government	*	*	*	*	92
		Community	193	259	303	350	314
		Private	298	336	353	371	375
		Total	491	595	656	721	781
	Classes	Government + Community	2,328	2,540	2,682	2,874	3,647
		Private	2,663	2,862	2,839	3,035	3,158
		Total	4,991	5,402	5,521	5,909	6,805
	Enrolment	Government + Community	83,441	92,066	97,361	116,556	124,330
		Private	102,805	104,309	101,732	109,051	102,573
		Total	186,246	196,375	199,093	225,607	226,903
	Teachers	Government + Community	5,818	6,046	6,425	6,359	6,292
		Private	5,110	5,112	5,264	5,075	5,399
		Total	10,928	11,158	11,689	11,434	11,691

*: Secondary schools combined (government and community)

Table 11. Distribution of students per grade in primary schools, 1994-1998

		Government					Private				
		1994	1995	1996	1997	1998	1994	1995	1996	1997	1998
Standard I	Male	342228	360724	369466	373415	351829	321	418	462	650	801
	Female	331436	351053	353382	357745	340086	349	398	439	559	782
	Total	673664	711777	722848	731160	691915	670	816	901	1209	1583
Standard II	Male	316694	319039	336366	346091	344599	299	433	480	544	735
	Female	304438	305950	324207	335404	336092	303	378	425	512	640
	Total	621132	624989	660573	681495	680691	602	811	905	1056	1375
Standard III	Male	297597	299247	297892	318749	326358	304	407	447	480	645
	Female	284317	287236	289353	309568	319057	236	367	392	494	611
	Total	581914	586483	587245	628317	645415	540	774	839	974	1256
Standard IV	Male	302216	288570	308438	298746	329972	292	383	405	421	516
	Female	296741	282883	304603	296731	324710	250	319	386	411	480
	Total	598957	571453	613041	595477	654682	542	702	791	832	996

Table 11 *(continued)*

		Government					Private				
		1994	1995	1996	1997	1998	1994	1995	1996	1997	1998
Standard V	Male	233130	265020	231123	262885	235781	283	443	470	410	403
	Female	230241	262484	231153	266759	238760	223	325	363	363	388
	Total	463371	527504	462276	529644	474541	506	768	833	773	791
Standard VI	Male	227060	216831	241747	214770	246238	203	388	433	460	431
	Female	227402	213929	240924	214701	252318	221	275	320	337	349
	Total	454462	430760	482671	429471	498556	424	663	753	797	780
Standard VII	Male	202247	209604	204626	226053	194652	188	372	384	424	321
	Female	197454	209903	203924	230096	194757	177	264	278	207	251
	Total	399701	419507	408550	456149	389409	365	636	662	631	578
Total	Male	1921172	1959035	1989658	204709	2029429	1890	2844	3081	3389	3852
	Female	1872029	1913438	1947546	2011004	2005780	1759	2326	2603	2883	3501
	Total	3793201	3872473	3937204	4051713	4035209	3649	5170	5684	6272	7359

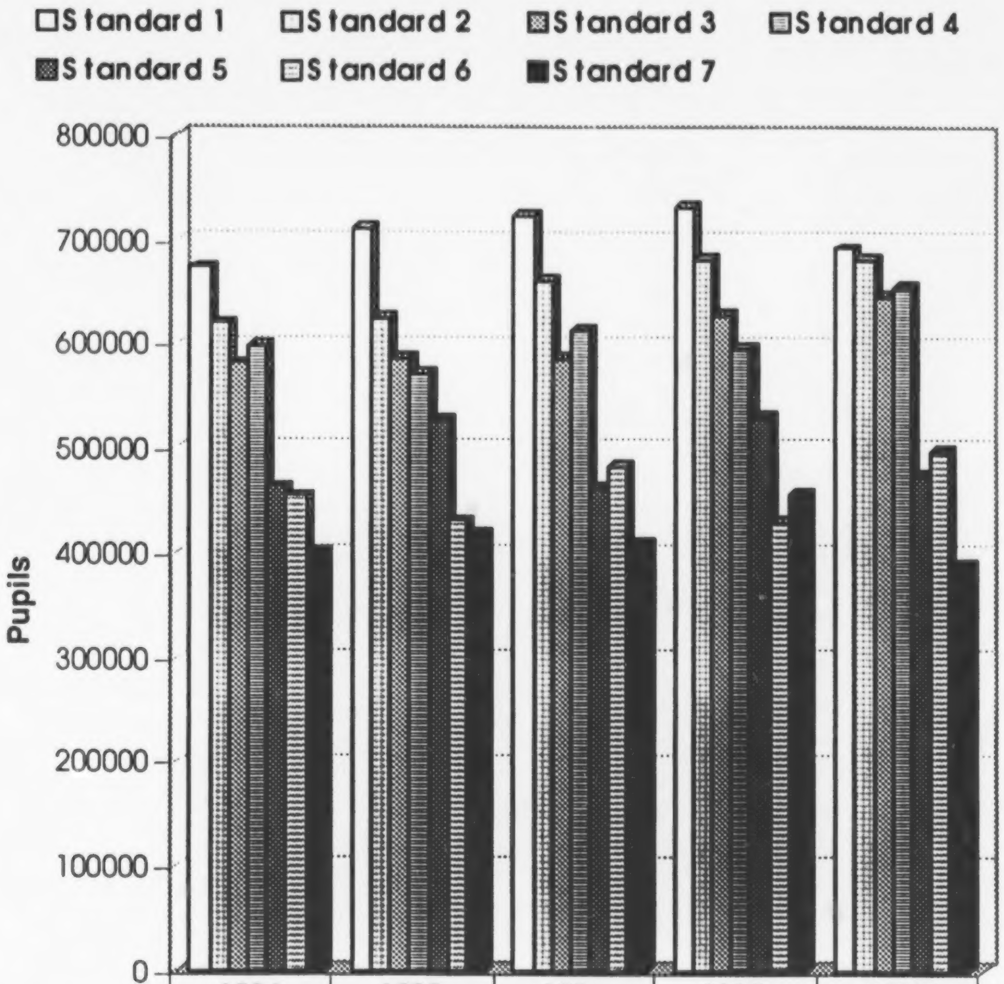
Table 12. Distribution of pupils per grade in government primary schools, 1994-1998

	1994	%	1995	%	1996	%	1997	%	1998	%
Standard I	673,664	17.8	711,777	18.8	722,848	19.1	731,160	19.3	691,915	18.2
Standard II	621,132	16.4	624,989	16.1	660,573	16.8	681,495	16.8	680,691	16.9
Standard III	581,914	15.3	586,483	15.1	587,245	14.9	628,317	15.5	645,415	16.0
Standard IV	598,957	15.8	571,453	14.8	613,041	15.6	595,477	14.7	654,682	16.2
Standard V	463,371	12.2	527,504	13.6	462,276	11.7	529,644	13.1	474,541	11.8
Standard VI	454,462	12.0	430,760	11.1	482,671	12.3	429,471	10.6	498,556	12.4
Standard VII	399,701	10.5	419,507	10.8	408,550	10.4	456,149	11.3	389,409	9.7
Total	**3,793,201**	**100.0**	**3,872,473**	**100.0**	**3,937,204**	**100.0**	**4,051,713**	**100.0**	**4,035,209**	**100.0**

Table 13. Distribution of pupils per grade in private primary schools, 1994-1998

	1994	%	1995	%	1996	%	1997	%	1998	%
Standard I	670	18.4	816	15.8	901	15.9	1,209	19.3	1,583	21.5
Standard II	602	16.5	811	15.7	905	15.9	1,056	16.8	1,375	18.7
Standard III	540	14.8	774	15.0	839	14.8	974	15.5	1,256	17.1
Standard IV	542	14.9	702	13.6	791	13.9	832	13.3	996	13.5
Standard V	506	13.9	768	14.9	833	14.7	773	12.3	791	10.7
Standard VI	424	11.6	663	12.8	753	13.2	797	12.7	780	10.6
Standard VII	365	10.0	636	12.3	662	11.6	631	10.1	578	7.9
Total	**3,649**	**100.0**	**5,170**	**100.0**	**5,684**	**100.0**	**6,272**	**100.0**	**7,359**	**100.0**

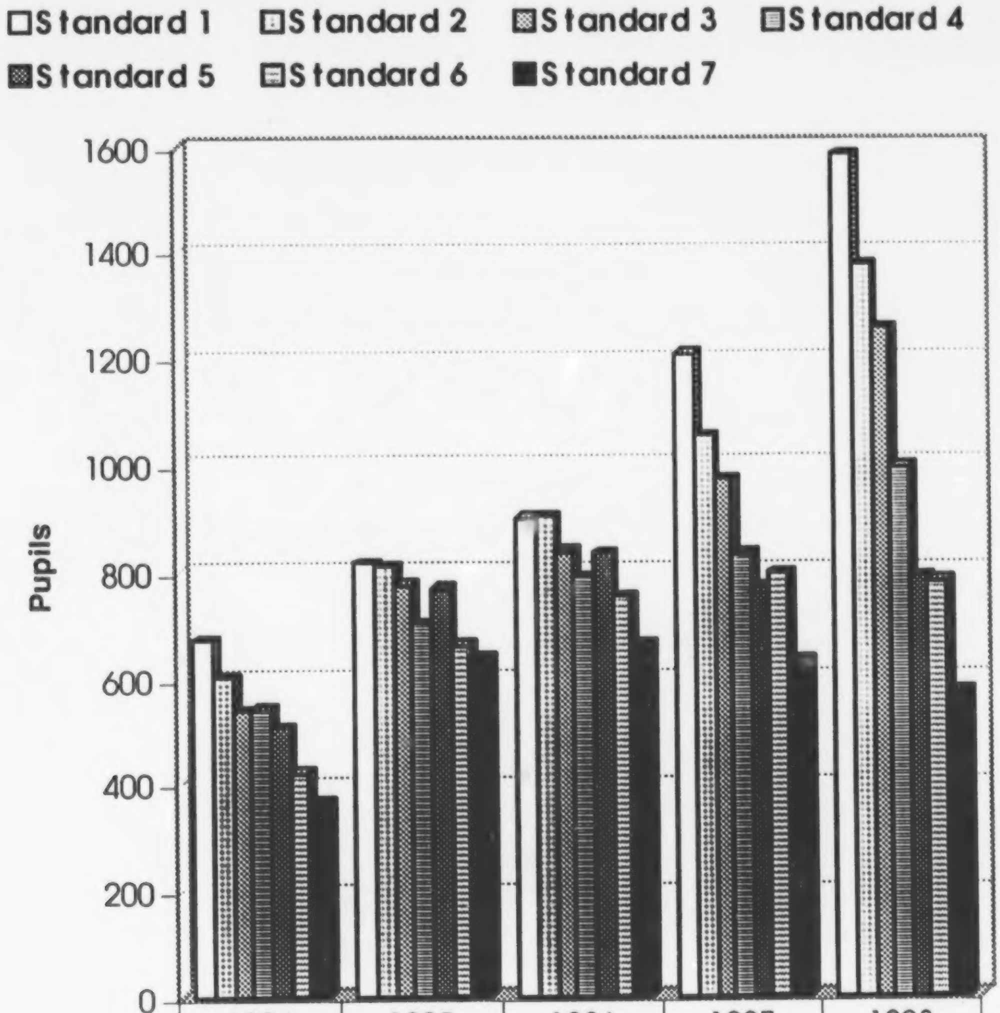
Chart 3. Distribution of pupils per grade in government primary schools, 1994-1998



	1994	1995	1996	1997	1998
□Standard 1	673664	711777	722848	731160	691915
□Standard 2	621132	624989	660573	681495	680691
▨Standard 3	581914	586483	587245	628317	645415
▤Standard 4	598957	571453	613041	595477	654682
▩Standard 5	463371	527504	462276	529644	474541
▤Standard 6	454462	430760	482671	429471	498556
■Standard 7	399701	419507	408550	456149	389409

Year

Chart 4. Distribution of pupils per grade in private primary schools, 1994-1998

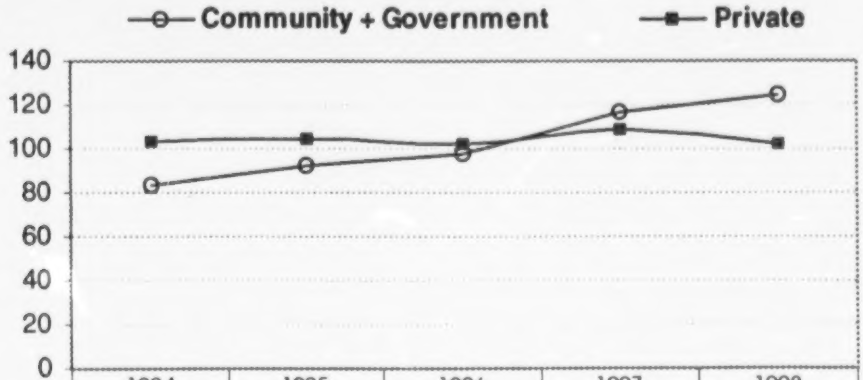


	1994	1995	1996	1997	1998
☐ Standard 1	670	816	901	1209	1583
▨ Standard 2	602	811	905	1056	1375
▨ Standard 3	540	774	839	974	1256
▨ Standard 4	542	702	791	832	996
▨ Standard 5	506	768	833	773	791
▨ Standard 6	424	663	753	797	780
■ Standard 7	365	636	662	631	578

Table 14. Distribution of students per grade in secondary schools, 1994-1998

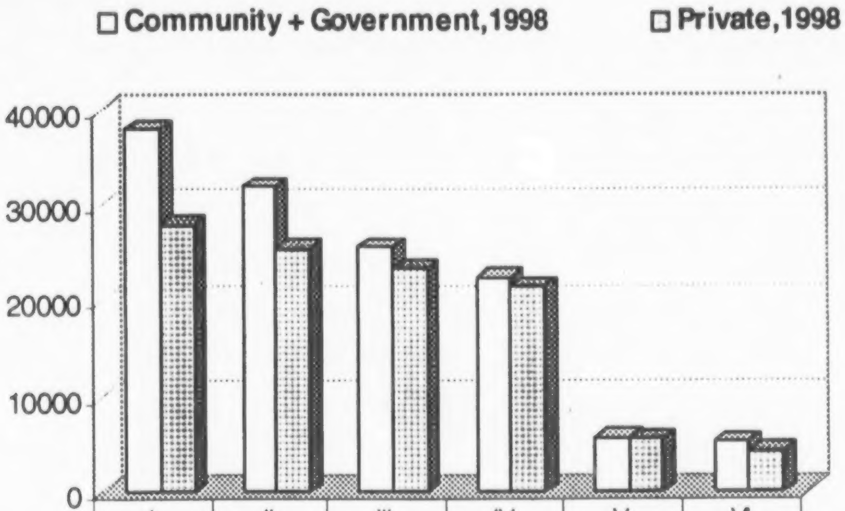
		Government					Private				
		1994	1995	1996	1997	1998	1994	1995	1996	1997	1998
Form I	Male	11807	13103	14514	16680	19051	15421	15388	14514	16307	14302
	Female	9782	12097	13745	15363	18043	13236	13110	14791	13461	12823
	Total	21589	25200	28259	32043	37094	28657	28498	28002	29768	27125
Form II	Male	10842	12586	12478	16237	16087	14441	14006	13526	15064	12926
	Female	8981	9651	11396	13511	15131	12530	12236	11981	12397	11830
	Total	19823	22237	23874	29748	31218	26971	26242	25507	27461	24756
Form III	Male	10188	10578	11426	13108	13172	12409	12905	12027	13575	11583
	Female	7325	8540	8771	10702	11753	10375	11193	10467	10831	10446
	Total	17513	19118	20197	23810	24925	22784	24098	22494	24406	22029
Form IV	Male	9698	9943	9081	11568	11321	10845	11438	10592	11474	10894
	Female	6776	7124	7387	8129	9861	8964	9761	9726	9153	9515
	Total	16474	17067	16468	19697	21182	19809	21199	20318	20627	20409
Form V	Male	2851	3108	2945	3914	3298	1765	1756	2240	2428	3305
	Female	1328	1433	1583	2498	1865	808	578	928	980	1521
	Total	4179	4541	4528	6412	5163	2573	2334	3168	3408	4826
Form VI	Male	2756	2720	2723	3016	3100	1524	1565	1689	1786	2390
	Female	1107	1183	1312	1830	1648	487	373	554	1595	1038
	Total	3863	3903	4035	4836	4748	2011	1938	2243	3381	3428
Total	Male	48142	52038	53167	64523	66029	56405	57058	54588	60634	55400
	Female	35299	40028	44194	52033	58301	46400	47251	48447	48417	47173
	Total	83441	92066	97361	116546	124330	102805	104309	101732	109051	102573

Chart 5. Trend of enrolment in secondary schools, Forms I-VI, by status, 1994-1998



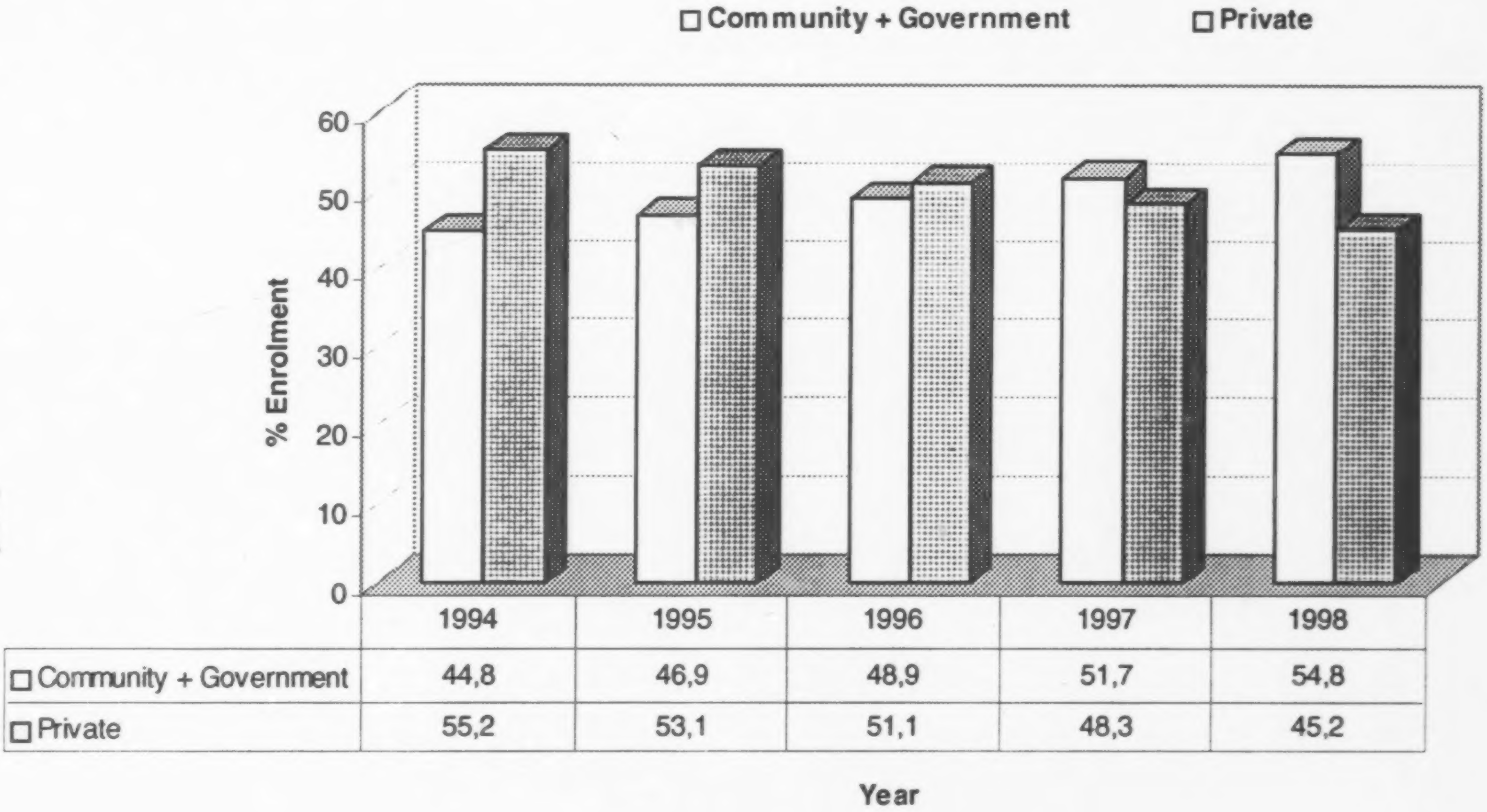
	1994	1995	1996	1997	1998
Community + Government	83,441	92,066	97,361	116,556	124,330
Private	102,805	104,309	101,732	109,051	102,573

Chart 6. Distribution of students per grade and status in secondary schools, 1998



	I	II	III	IV	V	VI
☐ Community + Government,1998	38000	32000	25700	22500	5700	5200
☐ Private,1998	28000	25500	23500	21500	5500	4300

Chart 7. Enrolment in secondary schools by status, 1994-1998



	1994	1995	1996	1997	1998
☐ Community + Government	44,8	46,9	48,9	51,7	54,8
☐ Private	55,2	53,1	51,1	48,3	45,2

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Students' performance

1. Primary school

Tables 11-13 give distribution of students per grade in primary schools for the period 1994-1998 (see also *Chart 3* and *4*). *Table 14* gives similar information for secondary schools for the same period.

Table 15 shows performance in the Primary School Leaving Examination by region and ranking for 1997 and 1998. The passes represent the percentage of the total number of candidates who scored A or B or C, the range of marks for these grades being 121-150, 90-120 and 61-89 respectively.

A comparison of the 1997 and 1998 results shows that performance has slightly decreased in some regions. For example in Kilimanjaro, Mara, Dodoma and Mtwara performance has decreased by 1.54 per cent, 1.4 per cent, 1.2 per cent and 1.19 per cent respectively. Other regions with a decrease, though not significant, are Coast (0.95 per cent), Ruvuma (0.89 per cent), Mwanza (0.5 per cent), Singida (0.15 per cent) and Tabora (0.1 per cent).

On the other hand, in Shinyanga performance has increased by 8.04 per cent, followed by Kigoma (6.21 per cent), Dar es Salaam (6.2 per cent) and Iringa (4.8 per cent). The increase in the remaining regions is 3 per cent.

In terms of ranking, Dar es Salaam, Mara, Iringa and Mbeya have been the best four regions in both 1997 and 1998. For the whole of Tanzania the percentage number of passes has remained the same, at 20.2 per cent for the two years.

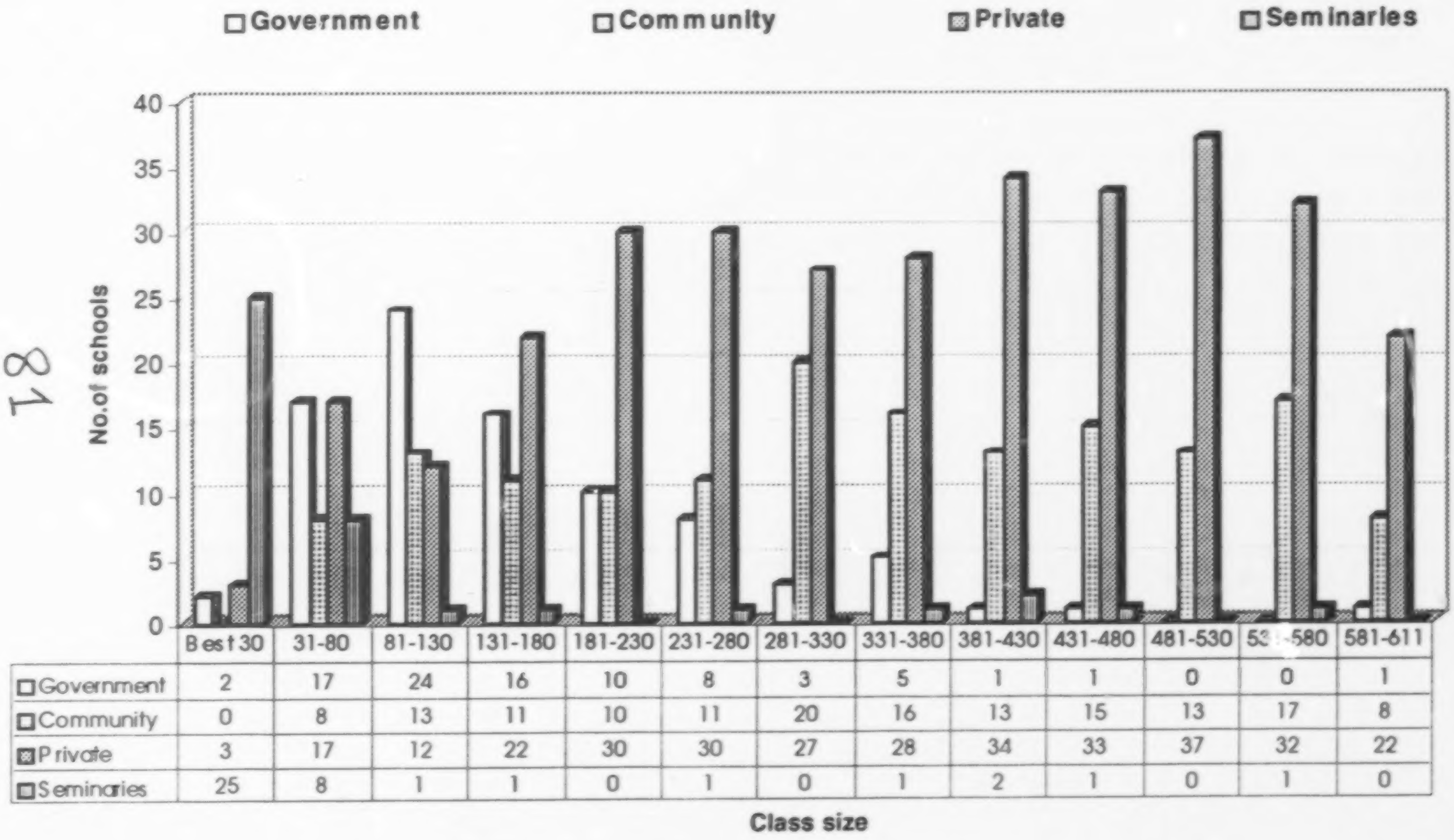
Table 15. Performance in Primary School Leaving Examination by region and ranking: 1997 and 1998

Region	Percentage passes		Rank		Total number of candidates	
	1997	1998	1997	1998	1997	1998
Dar es Salaam	29.37	35.56	1	1	24,759	26,271
Mara	32.51	31.12	2	3	21,952	20,196
Iringa	27.74	32.56	3	2	26,192	22,821
Mbeya	25.04	25.09	4	4	29,880	24,544
Mwanza	21.61	21.11	5	7	31,097	29,670
Rukwa	21.12	21.20	6	6	10,537	9,979
Kilimanjaro	20.95	19.41	7	9	31,040	27,232
Singida	19.17	19.02	8	11	14,929	14,032
Coast	19.02	18.07	9	13	10,976	10,002
Lindi	18.42	21.21	10	5	8,227	6,495
Arusha	17.66	19.09	11	10	26,683	24,748
Ruvuma	17.62	16.73	12	15	14,928	11,723
Tabora	16.63	16.53	13	16	14,214	13,624
Tanga	15.6	15.99	14	17	20,370	19,070
Morogoro	15.56	17.03	15	14	23,920	21,140
Dodoma	14.85	13.65	16	19	19,257	19797
Kigoma	14.80	21.01	17	8	13,229	10,397
Kagera	12.87	15.44	18	18	21,607	18,914
Mtwara	11.79	10.6	19	20	12,520	11,952
Shinyanga	10.45	18.49	20	12	37,001	21,535
Total	**20.17**	**20.18**	-	-	**413,318**	**380,182**

Table 16. Performance of secondary schools by status, 1998

	Government	Community	Private	Seminaries	Total
Best 30	2	0	3	25	**30**
31-80	17	8	17	8	**50**
81-130	24	13	12	1	**50**
131-180	16	11	22	1	**50**
181-230	10	10	30	0	**50**
231-280	8	11	30	1	**50**
281-330	3	20	27	0	**50**
331-380	5	16	28	1	**50**
381-430	1	13	34	2	**50**
431-480	1	15	33	1	**50**
481-530	0	13	37	0	**50**
531-580	0	17	32	1	**50**
581-611	1	8	22	0	**31**
Total	**88**	**155**	**327**	**41**	**611**

Chart 8. Performance in secondary schools by status, 1998



	Best 30	31-80	81-130	131-180	181-230	231-280	281-330	331-380	381-430	431-480	481-530	53[illegible]-580	581-611
☐Government	2	17	24	16	10	8	3	5	1	1	0	0	1
☐Community	0	8	13	11	10	11	20	16	13	15	13	17	8
▨Private	3	17	12	22	30	30	27	28	34	33	37	32	22
▨Seminaries	25	8	1	1	0	1	0	1	2	1	0	1	0

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Low performance in the Certificate of Secondary Education Examination may be attributable to several factors, including:

- low level of material inputs available to students in the schools, for example, textbooks, reference books, equipment, etc.;
- establishment of new secondary schools without the necessary teaching facilities and learning materials;
- lack of qualified and competent teachers, particularly in non-governmental secondary schools and community secondary schools;
- lack of English-language proficiency, which is a medium of instruction;
- inadequate teaching leading to non-coverage of syllabi;
- non-conducive teaching and learning environment.

Table 16 (see also *Chart 8*) shows that government secondary schools seem to perform better than non-governmental secondary schools, except for seminaries. This is because government secondary schools are guaranteed funding, are staffed with better-qualified teachers and have relatively better physical infrastructure and facilities than non-governmental secondary schools. Out of the best 30 secondary schools, 25 were seminaries, 3 private and 2 government. It is observed that government secondary schools performed better than private secondary schools, followed by community schools. The least-performing secondary schools are the private schools.

Pupil flow rates

The pupil flow rates were calculated from the data for the years 1997 and 1998. From *Table* 17, it can be observed that the promotion rates between girls and boys were constant for Grades I, II and III, and decreased in Grade IV from Grade I, 90.3 per cent boys to 78.8 per cent boys, by 11.5 per cent. Likewise, the rates for girls dropped from Grade I, 91.9 per cent girls to 80.3 per cent girls, by 11.6 per cent. The drop-out rate from Grade I to Grade IV was 11.5 per cent. The reason for the high drop-out rate is due to examination results; many pupils fail to be promoted to Grade V and therefore repeat the same grade the following year. One can note that in Grade V the promotion rates increased and became constant for Grades VI and VII. On the contrary, the repetition rates increased gradually in Grades I-III and shot up in Grade IV.

Table 17 indicates that repetition rates for both males and females are lower in Grades I-III and higher in Grade IV, which is 11.6 per cent, and almost zero in Grades V, VI and VII, since repetition is allowed after Grade IV. Based on the pupil flow in *Table 17*, one can derive the school survival rate and find that out of 100 per cent of children entering Standard I, only 65.3 per cent reach Standard VII final grade and are issued with the Standard VII examination certificate.

The performance of girls is slightly higher than that of boys until reaching Standard VII by 32.6 per cent and 35.7 per cent, respectively. The proportion entering Grade I that reaches Grade V is 76.5 per cent, on average. The survival rate of girls (78.6 per cent) is higher than that of boys (74.6 per cent).

Table 17. Promotion, repetition, drop-out rates in primary schools, 1997 and 1998

		1	2	3	4	5	6	7
MF	Promotion rate	91.1	93.5	93.2	79.6	94.0	90.5	90.6
	Repetition rate	3.4	2.2	1.3	11.6	0.2	0.2	0.2
	Drop-out rate	5.6	4.4	5.5	8.8	5.8	9.4	9.2
M	Promotion rate	90.3	93.1	92.9	78.8	93.5	90.4	89.5
	Repetition rate	3.3	2.2	1.3	11.3	0.2	0.2	0.2
	Drop-out rate	6.4	4.8	5.7	9.9	6.3	9.4	10.3
F	Promotion rate	91.9	93.9	93.5	80.3	94.5	90.5	91.7
	Repetition rate	3.4	2.2	1.3	11.9	0.1	0.1	0.2
	Drop-out rate	4.7	3.9	5.2	7.8	5.4	9.3	8.2
MF	Survival rate	100	94.2	90.0	85.0	76.5	72.1	65.3
M	Survival rate	100	93.3	88.8	83.9	74.6	69.9	65.3
F	Survival rate	100	95.2	91.3	86.2	78.6	74.4	67.4

Table 18. Teaching staff by qualifications, 1994 (government)

Level	Graduates			Diploma			Grade 'A'			Others			Total		
	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total
Public secondary schools	644	264	908	3,036	1,708	4,744	0	0	0	120	46	166	3,800	2,018	5,818
Private secondary schools	760	165	925	1,873	355	2,228	0	0	0	1,466	175	1,641	4,099	695	4,794
Government primary schools	0	0	0	0	0	0	22,736	16,121	38,857	36,322*	28,721*	65,043*	59,058	44,842	103,900
Total	**1,404**	**429**	**1,833**	**4,909**	**2,063**	**6,972**	**22,736**	**16,121**	**38,857**	**37,908**	**28,942**	**66,850**	**66,957**	**47,555**	**114,512**

* = Grade 'B' teachers

Table 19. Teaching staff by qualifications, 1998

Level	Graduates			Diploma			Grade 'A'			Others			Total		
	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total
Public secondary schools	577	247	824	3,333	1,843	5,176	99	37	136	135	21	156	4,144	2,148	6,292
Private secondary schools	1,029	203	1,232	2,354	700	3,054	46	9	55	912	146	1,058	4,341	1,058	5,399
Private primary schools	0	0	0	0	0	0	187	100	287	0	0	0	187	100	287
Primary schools	0	0	0	268	127	395	26,131	20,511	46,642	33,199*	26,200*	59,399*	59,598	46,838	106,436
Total	**1,606**	**450**	**2,056**	**5,955**	**2,670**	**8,625**	**26,463**	**20,657**	**47,120**	**34,246**	**26,367**	**60,613**	**68,270**	**50,144**	**118,414**

* = Grade 'B' teachers

Table 20. Number of secondary school teachers by school type and qualification, 1997

Type of school	Graduate	%	Diploma	%	Others	%	Total	%
Government								
Male	620	32.8	3,391	42.3	195	12.8	4,206	36.8
Female	245	13.0	1,851	23.1	57	3.7	2,153	18.8
Total	865	45.8	5,242	65.4	252	16.5	6,359	55.6
Private								
Male	878	46.5	2,195	27.4	1,120	73.3	4,193	36.7
Female	145	7.7	580	7.2	157	10.3	882	7.7
Total	1,023	54.2	2,775	34.6	1,277	83.5	5,075	44.4
Community								
Male	1,498	79.3	5,586	69.7	1,315	86.0	8,399	73.5
Female	390	20.7	2,431	30.3	214	14.0	3,035	26.5
Total	1,888	100.0	8,017	100.0	1,529	100.0	11,434	100.0

Teaching staff

Tables 18 and 19 show teaching staff by qualifications for the periods 1994 and 1998.

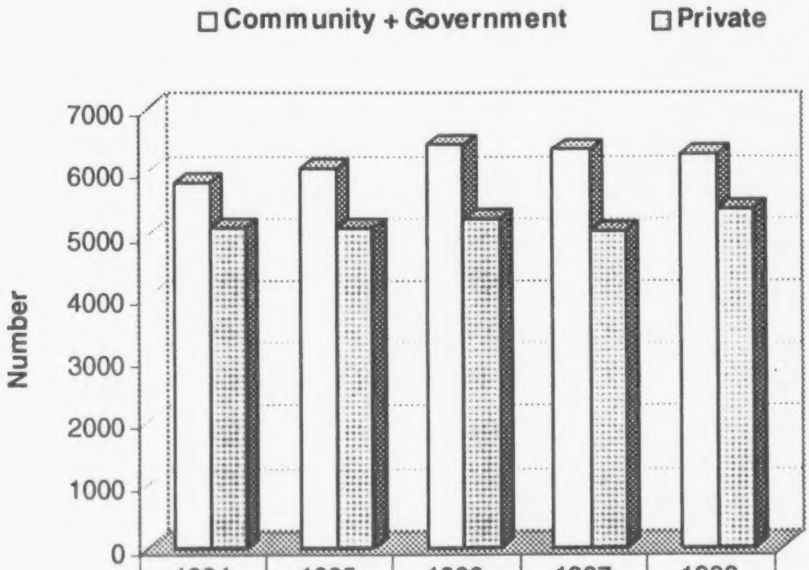
Table 20 further shows that:

(i) 45.8 per cent of the University graduate teachers were in government secondary schools, while 54.2 per cent were in private secondary schools, in 1997. Comparing these figures with those of 1992, we note: an increase of 3.8 per cent (from 833 to 865) of graduate teachers in government secondary schools over the five-year period; but an increase of 50.2 per cent (from 681 to 1,023) of graduate teachers in private secondary schools in the same period. This phenomenon seems to be attributable to the relatively superior employment conditions in private secondary schools than in government schools.

(ii) In 1997, 65.4 per cent of the teachers with diplomas taught in government secondary schools and 34.6 per cent in private secondary schools, compared to 69.8 per cent and 30.2 per cent, respectively, in 1992.

(iii) In 1997, most (83.5 per cent) teachers with 'other' qualifications, most likely below graduate and diploma qualifications, taught in private secondary schools, compared to 89.7 per cent in 1992, which is a slight improvement. On the other hand, the percentage of those who taught in government secondary schools was 16.5 per cent in 1997, compared to 10.3 per cent in 1992. The government policy requires that secondary-school teachers be degree or diploma holders in education. However, the teachers listed under 'others' are unqualified persons employed to teach at this level. This explains, partially, why the quality of education provided in most private secondary schools is relatively lower than in government schools, as evidenced by the poor students' performance in the national examinations.

Chart 9. Number of teachers by status in Secondary schools, 1994 - 1998



	1994	1995	1996	1997	1998
□ Community + Government	5818	6046	6425	6359	6292
□ Private	5110	5112	5264	5075	5399

Year

Conclusions

The Ministry of Education provides standards for private, public and community schools. However, supervision of these schools has been a problem due to the large numbers. Also, information from the private schools has not been adequate. Consequently, some of the schools have been operating without meeting the required standards, for example, low qualification of teachers and low quality of buildings and resources. It appears that the demand for private schools and private tuition is very high, such that the government is not able to have full control of the education private sector. However, the government needs to step up support to private schools, to ensure quality improvements in the schools, and strengthen its legacy to provide guidelines and standards to the schools.

Indeed, the decision of the government to liberalize the provision of education has resulted in the construction and establishment of private schools and, hence, an increase in the population of students. The contribution of these institutions towards the provision of education is high. However, there still exist some rules and regulations which act as bottlenecks to the smooth running of these institutions. The government should review some of these regulations to allow effective running of these schools. Furthermore, the government should step up support to the private schools. On the other hand, rules and regulations are necessary for quality control; those which concern quality should remain and be enhanced. The Directorate of School Inspection should be empowered to ensure that the education provided is of good quality.

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The book

Within the framework of an IIEP research project on analysis of private education, case studies were undertaken to investigate non-governmental education in Tanzania, both Mainland and Zanzibar. These studies form part of a comparative analysis which includes Cameroon and KwaZulu Natal Province, South Africa. As part of the same analysis, studies were also undertaken on community education in Chad, Mali, Senegal and Togo. In view of the fact that Tanzania-Mainland and Zanzibar have different education systems and ministries of education, two separate reports were commissioned.

The case of Tanzania has many specific features which make it very interesting for the purpose of this study. In the 1960s and 1970s during the government campaign for free universal public education, all private schools, whether missionary or NGO-run, were nationalized by the government and became state-owned public institutions. Restrictions on the registration and operation of schools discouraged the creation of new private schools, particularly at the primary level. However, in Tanzania-Mainland, although not in Zanzibar, increased student flows from primary to secondary forced the government to allow the creation of private secondary schools in the 1980s and today these schools account for half of the country's enrolments. As Tanzania moved towards economic liberalization from 1994 onwards, private schools were permitted at all levels of education and today the number of private schools in the country is growing at a very rapid pace.

Private and community schools in Tanzania (Mainland)

The authors

The study was conducted by a research team from the Ministry of Education and Culture, Tanzania-Mainland. The team was composed of: Richard W. Chediel, Team Leader and Senior Education Officer in charge of Teacher Education; Nesta Sekwao, Senior Education Officer in the Commissioner of Education's Office; and Pinnecy L. Kirumba, Senior Statistical Officer in the Department for Educational Planning.

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